DOCUMENT RESUME

ED 042 899 08 VT 011 403

AUTHOR	Holemon, Richard L.; And Others
TITLE	Concerted Services in New Mexico: An Evaluation of Developmental Change. Center Research and Development Report No. 5.
INSTITUTION	North Carolina State Univ., Raleigh. Center for Occupational Education.
SPONS AGENCY	Office of Education (DHEW), Washington, D.C. Bureau of Research.
BUREAU NO	BR-7-0348
PUB DATE	69
GRANT	OEG-2-7-070348-2698
NOTE	188p.
EDRS PRICE	EDRS Price MF-$0.75 HC-$9.50
DESCRIPTORS	*Educational Programs, Employment Problems, Needs, *Pilot Projects, Program Administration, *Program Evaluation, *Program Improvement, *Rural Areas, Skill Obsolescence, Technological Advancement, Unemployed
IDENTIFIERS	*Concerted Services In Training And Education, New Mexico

ABSTRACT

Concerted Services in Training and Education was conceived as one way to minimize the dysfunctional effects of technological developments on rural communities. Three pilot projects were established to evaluate the feasibility and effectiveness of a concerted approach to solving the training problem and other needs of rural people. One project was located in Sandoval County, New Mexico, and a 10-member evaluation team conducted an examination to determine the operational context, the resources brought into the county as a result of Concerted Services, the means or process of change, and lasting outcomes. Some major recommendations were: (1) To alleviate confusion, the agency name and objectives should be changed, (2) An Indian with professional training and experience should be added to the staff, (3) The coordinator should recruit unemployed leaders to participate in training programs, (4) Concerted Services should be placed directly under the control of a federal agency, and lines of authority and responsibility should be clarified, and (5) Implementation of future projects should be preceded by planning for evaluation. Related documents in this issue are VT 011 404 and VT 011 474-476. (SB)

ED0 42899

CONCERTED SERVICES IN NEW MEXICO: AN EVALUATION OF DEVELOPMENTAL CHANGE

RICHARD HOLEMON
HORACIO ULIBARRI
MARK HANSON

Center Research and Development Report No. 5

CENTER FOR OCCUPATIONAL EDUCATION
NORTH CAROLINA STATE UNIVERSITY AT RALEIGH
1969

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION—BUREAU OF RESEARCH
DIVISION OF COMPREHENSIVE AND VOCATIONAL EDUCATION RESEARCH
PROJECT NO. BR-7-0348, GRANT NO. OEG-2-7-070348-2698

VT011403

CENTER FOR OCCUPATIONAL EDUCATION

RESEARCH-DEVELOPMENT-TRAINING

The Center for Research, Development, and Training in Occupational Education was approved and established as a Research and Development Center in 1965, under the provisions of Section 4(c) of the Vocational Education Act of 1963. The initial approval was for 20 months, ending 31 January, 1967. The proposal for the continuation of the Center for five years, beginning 1 February, 1967, has been approved and the continuation program is in operation. The total program, which has emphasized research in crucial problems in occupational education since its inception, has been divided into five complementary programs, including a research program, an evaluation program, a research development program, a research training program (in occupational education), and a services and conferences program. The Center is designed and organized to serve the nation, with special orientation to the southern states.

The Center is part of the program conducted under the auspices of the Organization and Administration Studies Branch, Division of Comprehensive and Vocational Education Research, Bureau of Research, Office of Education, U. S. Department of Health, Education, and Welfare. The Center is located at North Carolina State University at Raleigh, and has been established as an integral unit within the University. The program of the Center cuts across the Schools of Agriculture and Life Sciences, Education, Liberal Arts, and Physical Sciences and Applied Mathematics. Cooperating and participating Departments include Adult Education, Agricultural Education, Economics, Experimental Statistics, Guidance and Personnel Services, Industrial and Technical Education, Politics, Psychology, and Sociology and Anthropology.

THE CENTER RESEARCH AND DEVELOPMENT REPORT SERIES

John K. Coster, Ph.D., Editor

The Research and Development Report Series is the vehicle which has been established for publishing reports of pilot or exploratory research projects or reports of developmental and related programs as interim reports of the Center. In order for a report to be accepted for publication in the Center Research and Development Report Series, it is required that the report be reviewed by a panel appointed by the Head of the Department or by the Director of the Center in cooperation with the Director of the Project, both in preliminary draft form and in revised form, and that the members of the panel recommend that the report be accepted for publication. Qualifications of members of the review panel, whose names are given in the Preface to the report, include evidence of having conducted substantial research projects in their disciplines and having published articles in refereed periodicals in their fields of specialization. The Director of the Center is responsible for ascertaining that the project report is relevant to the program of the Center, and that the objectives of the project have been attained.

ADDITIONAL INFORMATION

For additional information regarding the program of the Center, please write to:

Dr. John K. Coster, Director
Center for Occupational Education
North Carolina State University at Raleigh
1 Maiden Lane
Raleigh, North Carolina 27607

ED0 42899

CONCERTED SERVICES IN NEW MEXICO:

AN EVALUATION OF DEVELOPMENTAL CHANGE

Richard L. Holemon
Horacio Ulibarri
Mark Hanson

* * * * * * * * * * * * * * * * * *

The research reported herein was performed pursuant to a contract with the Office of Education, U. S. Department of Health, Education, and Welfare. Contractors undertaking such projects under Government sponsorship are encouraged to express freely their professional judgment in the conduct of the project. Points of view or opinions stated do not, therefore, necessarily represent official Office of Education position or policy.

* * * * * * * * * * * * * * * * * *

Center Research and Development Report No. 5

CENTER FOR OCCUPATIONAL EDUCATION

North Carolina State University at Raleigh

1969

U.S. DEPARTMENT OF HEALTH, EDUCATION
& WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

FOREWORD

When we began to evaluate Concerted Services in Training and Education (CSTE) in the summer of 1967, it soon became clear that the New Mexico project would be a difficult assignment. Several languages and dialects, traditional customs, travel problems, and general economic underdevelopment all posed problems for the researcher. From the beginning, however, the New Mexico evaluation team handled the research problems professionally, and now, at the end of the project, have produced a careful documentation of the role of the change agent in a multicultural setting.

New Mexico's evaluation team worked in cooperation with the researchers from other CSTE pilot areas. In order to maintain a degree of comparability of data, the researchers early agreed upon utilizing a single research design, identical research instruments, similar investigative techniques, and one basic format for reporting findings. Within these broad constraints, however, each state report would stand as an autonomous research effort. The New Mexico study focuses upon the management of organizational tensions. As such, it will commend itself to the growing audience of researchers and change agents who are interested in alternative strategies of developmental change.

The staff members of the evaluation team are:

ARKANSAS

Vernon Smith, Evaluator	
Alvin L. Bertrand, Consultant	Professor, Department of Sociology and Rural Sociology, Louisiana State University
Denver B. Hutson, Consultant	Head, Department of Vocational Teacher Education, University of Arkansas
John A. Rolloff, Consultant	Director, Research Coordinating Unit, Department of Vocational Teacher Education, University of Arkansas

MINNESOTA

Lois Mann, Evaluator	
George Donohue, Consultant	Professor, Department of Sociology, University of Minnesota
Charles E. Ramsey, Consultant	Professor, Department of Sociology, University of Minnesota

NEW MEXICO

Mark Hanson, Evaluator	
Richard Holemon, Consultant	Chairman, Department of Educational Administration, University of New Mexico
Horacio Ulibarri, Consultant	Associate Professor, Department of Educational Administration, University of New Mexico

We gratefully acknowledge the following reviewers of this manuscript and their helpful suggestions: Dr. Selz Mayo (Sociology and Anthropology, North Carolina State University), Dr. Loren A. Ihnen (Economics, North Carolina State University), Dr. Charles Mercer (Sociology and Anthropology, North Carolina State University), Dr. Daniel Stufflebeam (Ohio State University), and the late Dr. Ed Suchman (University of Pittsburgh). Appreciation is also expressed to the Interdepartmental Task Force and other staff members of Concerted Services for their aid during the evaluation.

B. Eugene Griessman
Project Director

PREFACE

The following study makes certain generalizations about the concept of the New Mexico Concerted Services in Training and Education (CSTE). It does not attempt to evaluate the many programs and agencies with which CSTE is related.

Because of the possibility of expansion of the CSTE program to a number of states and counties, it was felt that decision-makers would be best served with an evaluation which focused upon the CSTE organization and linkages between CSTE and other agencies. The crucial question is "Is it realistic to expect that continued success of CSTE will occur beyond the pilot counties?" Does the pilot project provide the CSTE personnel with resources which would be diminished for subsequent CSTE projects? Focusing on the above central question, considerable attention is given in this report to the day-to-day activities and contacts of the CSTE coordinator. For one year an evaluation team staff member attended most of the public meetings and conferences in which the coordinator participated. Following each meeting, in-depth interviews were conducted with most of the central figures at the meeting. The interviews focused on the question "What resources were available to the coordinator and used by him to bring about CSTE objectives?"

The evaluation team is deeply indebted to many people in Sandoval County who gave unlimited cooperation. Most notable among the group is Mr. Henry Gonzales, the CSTE coordinator who encouraged our participant observer to attend every meeting, and also opened to the team all of the CSTE files which contained vital background material. Mr. Gonzales contributed many hours to the evaluation. He participated in a number of interviews with our team. Also, the secretarial staff of CSTE kept the team fully informed of the important meetings taking place in the county.

Sandoval County citizens to whom we express our appreciation are the Pueblo Governors, agency heads, private community leaders and training program graduates who granted in-depth interviews.

Appreciation is also extended to three people at The University of New Mexico who contributed greatly. They are Mr. Arnold Brown who edited the draft; Mrs. Lee Campbell, project secretary; and Mrs. Mildred Kraemer, whose attention to detail kept us on schedule.

The reader who wishes a cursory view of the team's evaluation is directed to the Summary chapter which contains brief evaluative statements and recommendations.

R.L.H.
H.U.
E.M.H.

INTERDEPARTMENTAL TASK FORCE ON CONCERTED SERVICES IN TRAINING AND EDUCATION IN RURAL AREAS

Sherrill McMillen (Co-Chairman)
Office of Education
D/HEW

John S. McCauley (Co-Chairman)
U. S. Training and Employment Service
D/Labor

C. B. Gilliland (Executive Secretary and Washington Liaison)
Rural Community Development Service
D/Agriculture

Lane C. Ash
Office of Education
D/HEW

Merwin S. Hans
U. S. Training and Employment Service
D/Labor

J. Dewey Coates
U. S. Training and Employment Service
D/Labor

Willis F. Sloan
U. S. Training and Employment Service
D/Labor

William T. Kunz
Office of Special Services
D/HEW

David Thorner
U. S. Training and Employment Service
D/Labor

Henry L. Taylor
Rural Community Development Service
D/Agriculture

Earl Pettyjohn
Federal Extension Service
D/Agriculture

G. W. F. Cavender
Farmers Home Administration
D/Agriculture

Melvin R. Janssen
Economic Research Service
D/Agriculture

Anne L. Gould
Office of Technical Assistance
D/Commerce

Mayes Behrman
Office of Community and Field Services
D/HEW

William T. Davies
Office of Education
D/HEW

Howard A. Matthews
Office of Education
D/HEW

Ralph Reeser
Bureau of Indian Affairs
D/Interior

Melvin Rottenberg
Appalachian Regional Commission

TABLE OF CONTENTS

FOREWORD ii

PREFACE iv

INTERDEPARTMENTAL TASK FORCE vi

TABLE OF CONTENTS vii

LIST OF TABLES ix

LIST OF APPENDICES x

LIST OF FIGURES xi

INTRODUCTION 1

CONTEXT EVALUATION 4

    Introduction to Sandoval County 4

    Historical Background 9

    Geography 15

    Culture: Spanish-American and Indian 16

    Economy 21

    Education 28

    Health 29

PROCESS EVALUATION 32

    The Role and Resources of the Coordinator 33

    The Nature of Dysfunctional Forces Retarding Progress in Sandoval County 35

    Induced Change Within Organization 44

INPUT EVALUATION 77

    Projects Involving Concerted Services 80

PRODUCT EVALUATION 112
    Three Cases of CSTE Involvement 113
    Attitudinal Profile of Program Graduates 130
    New Patterns of Organized Behavior 132
    Economic Changes 133
    Training Programs in a Multi-Cultural County 140
SUMMARY AND RECOMMENDATIONS 142
    Objectives and Accomplishments of Concerted Services 143
    Recommendations 153
REFERENCES 161
APPENDICES 162

LIST OF TABLES

I. UNITED PUEBLOS AGENCY POPULATION AS OF JANUARY 1, 1967. 23

II. SANDOVAL COUNTY POPULATION 1910-1967 24

III. POPULATION WITHIN AGE GROUPS 25

IV. SANDOVAL COUNTY COVERED EMPLOYMENT NUMBER OF WORKERS 26

V. SANDOVAL COUNTY COVERED EMPLOYMENT. 27

VI. AVERAGE DAILY MEMBERSHIP BY UNIT, SCHOOL, AND GRADE (SANDOVAL COUNTY) 30

VII. MDTA/RAR TRAINING, October 1, 1965 - June 30, 1968 78

VIII. INDIANS TRAINED OR IN TRAINING. 98

IX. ADJUSTED MEAN SCORES ON ATTITUDE TOWARD SCHOOL OF STUDENTS RESIDING WITH PARENTS WHOSE HOUSES WERE RENOVATED AND STUDENTS RESIDING WITH PARENTS WHOSE HOUSES WERE NOT RENOVATED. 127

LIST OF APPENDICES

APPENDIX I 162

APPENDIX II 165

APPENDIX III 166

APPENDIX IV 170

APPENDIX V 171

APPENDIX VI 173

LIST OF FIGURES

I. OCCUPATIONAL ASPIRATIONS OF TRAINEES OVER TIME 128

II. COMPARISON BETWEEN POPULATION, EMPLOYED AND UNEMPLOYED, SANDOVAL COUNTY, 1966-1968 135

III. EMPLOYMENT FOR SANDOVAL COUNTY BY SIC CATEGORIES, 1966-1968 136

IV. TREND COMPARISON BETWEEN MONTHLY RETAIL SALES AND COVERED EMPLOYMENT. SANDOVAL COUNTY 137

V. VEHICLE REGISTRATIONS, SANDOVAL COUNTY, 1965-68 138

VI. FIRST STATE BANK WITH LOCATIONS IN CUBA, BERNALILLO, AND CORRALES, SANDOVAL COUNTY, NEW MEXICO. 139

INTRODUCTION

Concerted Services in Training and Education (CSTE) was conceived as one way to minimize the dysfunctional effects of technological developments on rural communities. The rapid change in the United States from a basic agrarian economy to an agribusiness and industrial one has left many rural people with inadequate education or inadequate skills to compete successfully.

The program was initiated by President Kennedy on October 16, 1963, (Executive Order 11122) when he created the Rural Development Committee (RDC). The RDC at its first meeting on November 7, 1963, established an Interdepartmental Staff group to identify problems and develop recommendations. After collecting evidence relating to the problems of the rural poor, the group at its second meeting (May 20, 1964) proposed that a task force be formed to explore the feasibility of developing pilot projects in three selected rural areas. The project was designed to utilize all appropriate federal departments and agencies, including their cooperating state agencies. The idea was that such pilot projects would provide an opportunity to evaluate the feasibility and effectiveness of a concerted approach to solving the training problem and other needs of rural people.

The task force was appointed and proceeded to provide a set of objectives. They are stated below.

1. Develop general operational patterns for concentrating all of the available, emerging, and necessary agencies and resources on the

occupational education problems, and as necessary on the health, welfare, sociometric, and related problems of those residing in the three communities.

2. Identify existing and potential employment opportunities and education programs available to youth and to adults who are unemployed or whose income is insufficient to maintain a respectable standard of living.

3. Develop ways in which these rural communities can provide educational guidance and other services needed to help people become employable and secure employment. This would include development of plans for: increasing basic educational skills, improving general conditions of health and correcting physical conditions, providing vocational counseling, developing occupational competency.

4. Demonstrate that occupational education programs, in conjunction with their economic development activities, can significantly increase employment opportunities.

5. Demonstrate that a concerted occupational effort, based on local involvement, will develop indigenous leadership, individual dignity, initiative, and community awareness resulting in continuing community development.

6. Determine the relationship of the traditional educational and occupational patterns of people in the communities to their present and emerging needs and make recommendations for necessary adjustments.

Also, steps were worked out as guidelines for implementing Concerted Services projects. In summary form, the work for the project was to proceed in the following manner:

1. Select locations for the Concerted Services project.
2. Secure the cooperation of state and community organizations.
3. Establish a Mobile Service Team to assist project staffs in carrying out programs.
4. Establish and conduct programs.
5. Evaluate programs.
6. Interpret and disseminate results of Concerted Services program.
7. Duplicate the project.

It can be seen from the task force objectives and the steps for implementation that the magnitude of the task undertaken by the project was great. The incorporation of federal, state, and local agencies into this project makes it a most ambitious undertaking.

CONTEXT EVALUATION

Introduction to Sandoval County

Sandoval County is rich in the traditions of ancient cultures. But the county would be viewed by an economist as an underdeveloped area that is slowly suffocating for want of economic inputs.

The evaluation team conducted interviews with fifty leading citizens of the county to ascertain their beliefs about the assets and liabilities of the county. Most of the county leaders feel that the main advantage of living in Sandoval County is the rural atmosphere. The hustle and bustle of city life can be avoided. A number of leaders stated that there is no advantage to living in the county. That opinion was typified by a gas station owner who said, "I live here because this is where I was born. I know of no other reason."

Due to land distribution difficulties, lack of water, poor soil, and the like, the county has not, and cannot, develop an agricultural base for absorbing the young men of the county. According to a local businessman in Bernalillo, "What we need in this community is industry, but a county must have something to entice industry. We have no skilled labor pool to offer. The market for most industrial goods is in Albuquerque." Another businessman reported, "We cannot get a capital influx into the county because we lack drawing power out here." An educator said, "Our situation is especially bleak because we lack natural resources that could at least give us some hope for development. We have no mining, oil, or good ranch land. We only have timber, and most of that is on federal land."

Several political figures in the county believe that part of the problem is with the tax laws. "Indians don't pay taxes, and they live within the boundaries of the county. When half the population of the county is Indian, a lot of tax money is lost." A director of a federal agency reported that "Our area can't generate enough taxes to support itself. Federal funds must be made available to help us catch up. The ten percent matching funds' requirement ought to be dropped altogether. We don't have that kind of money in the county; we need one hundred percent assistance." A businessman stated, "The businesses in the county are usually family-owned and operated. This means that they don't employ people outside their own family."

Lack of medical facilities for the Spanish-American, Anglos, and Navajos is pronounced. The Pueblo Indians tend to be satisfied with their medical programs and facilities. A local businessman in Bernalillo defined the situation they are in. "Medical facilities are terrible. We have no doctors, hospitals, or ambulances. There is an osteopath in town but he doesn't help much. The health nurse has worked hard in the county and has done a lot for us, but what we really need is a doctor." A local medical official stated, "The federal government has turned down our two health proposals--the first because it was said to be 'impractical,' and the second as 'no funds available.' "

A teacher in Bernalillo stated, "Some way we have to find a method of providing medical care for the poor. Prenatal care is one of our pressing needs. Unfortunately, some of the Albuquerque hospitals won't take our poor people; it's a shame something really can't be done about that." A local banker said, "A high percentage of personal income has to be used for paying medical expenses. When they have so little money to begin with, this is a chronic problem. What we could use is a law which makes it mandatory for all people to carry some form of health insurance."

The leaders in the county realize that they suffer a great deal because of the migration of the young. An agency director stated, "The young people leave this county and only the old and welfare cases are left." This statement, obviously, is not entirely true; but the residents of Sandoval County do feel that they are slowly drained of their supply of educated young and prospective leaders. This feeling creates a low expectation of a brighter future.

The residents of the county feel that another pressing need is adequate housing. A local politician stated, "About eighty-five percent of our housing in Bernalillo is substandard. Much of it should be condemned. Somehow we have to help these people acquire a proper place to live so that they can have the pride a man deserves."

Juvenile delinquency and crime are not considered major problems, but some people expressed feelings that have been typified by a Bernalillo educator. "The traditional Spanish family control over children is breaking down. So many of our people are on welfare that the pride of a once proud race has been broken. We have to find a way to help our people regain their pride." This is, obviously, a very strong statement, but it does reflect a deep concern held by many Spanish-Americans.

In the small town of Cuba, a major concern is the lack of water. "We need to find some way to store water out here," a rancher said, "the land can't support the people. Lack of water also prevents our getting some business and industry in here."

A local ex-mayor talked about the lack of clear titles in the area. "Some are so vague that they say, 'From the big tree by the road to the large rock on top of the hill.' What can you do with something like that?"

Cuba and the Jemez Valley communities have a great fear that a new road will bypass them. "If we get bypassed, our town will die," a businessman said, "look what happened to Bernalillo." These areas have an undeveloped resource in the natural beauty of rugged northern New Mexico. "If we could only develop this area into a tourist attraction, we would have a great future here," a local mayor reported. "Just look around you--mountains, fishing, forests, hot springs; it's all right here."

An almost paranoic concern exists among the residents of Cuba and Jemez Springs about the non-existence of medical facilities. "If someone is very sick, he has to travel all the way to Albuquerque. That three-hour trip is torture if you're badly hurt or ill," a Cuba resident said.

The Indian situation in Sandoval County is very complex. They live side-by-side, in a manner of speaking, with Spanish Americans and Anglos, but the psychological distance is enormous. A Spanish-American stated, "In years past we have not given the Indians much thought because they were isolated. Now the Indians are coming into the mainstream. The Spanish-American is backward, but the Indian is three times as backward." Even though this was crudely put, it does reflect the attempts being made by the Indians to enter the economic process of modern America. Their attempts to maintain cultural boundaries at the same time they try to acquire economic inputs from the non-Indian economy have created great conflicts within their own social systems. "The Indians tend to lack the social and language skills that are necessary in business," an employer stated. "Their cultural traditions are so different that the adjustment is impossible for many of them to make even if they learn an occupational skill."

One Pueblo Indian leader reported, "We try to run our federal programs alone, and we just don't have the training to do it well. My people are superstitious of outsiders, and this prevents us from taking advantage of the outside world."

The Navajo Indians suffer similar problems. A local politician stated, "The Navajo situation is very bad. They have little water and few animals. When the area was open, they had a lot of stock. The government placed restrictions on grazing, and this limited the amount of stock a man could have. They need a means to store water. This would help their situation a great deal."

The Indians have remained outside the political process of the county, state, and country. Even though they practically represent a majority in the county, no Indian has ever run for public office. They could politically control the county, but have not tried to utilize the democratic political process to improve their socioeconomic position. The Concerted Services coordinator reported that the Indians are thinking of running a candidate for the school board in Bernalillo. One leader of the Pueblo Indians said, "The governing council in each pueblo controls the people. Most of them think that they aren't ready yet to start active political participation."

An agency director stated, "The Navajos have a real medical problem. They have to travel to the next county for medical aid. They often don't have money for transportation so they try to get there the best way they can. That's one hell of a way for any man to live."

Historical Backgrounds

New Mexico has been affected by three cultures: Indian, Spanish, and Anglo-American. The Indians occupied the territory first and were the established residents when the Spanish arrived. Spanish influence in the Middle Rio Grande dates from the first half of the sixteenth century when the expedition of the young conqueror Francisco Vasquez de Coronado entered the valley from the west. Legends of wealth and fabulous cities of gold filtered into the army camps and settlements of New Spain. After two years of fruitless wanderings up and down the central river area and even into the eastern plains, and with little to show for their expenditures of effort and investment in the ventures, Coronado and his men returned to Mexico City, capital of New Spain. Their failure, depletion, and discouragement delayed colonization and exploitation of the north for some years. Yet, two years of Spanish military control and some attempt to Christianize the Indians marked the beginning of an intermixture of European and indigenous cultures in New Mexico that was to accelerate as other adventurers pushed into the Rio Grande area.

Missionaries of the Order of St. Francis had come with Coronado, and several of them remained to work among the Indians when Coronado and his soldiers left. Some Mexican-Indians, and perhaps a soldier or two, also stayed, content to live in the new land. As the years passed, concern over the fate of the padres (priests) in the north led to the forming of two expeditions in the 1580's. The Spaniards likewise wished to explore and to locate mineral wealth, believed by some to be comparable to that so easily found in Mexico.

It was not until 1590, however, that the establishment of permanent settlements was attempted. In that year, Captain Gaspar Castaño de Sosa, lieutenant-governor of Nuevo Leon, trailed up the Pecos River from the mining town of Almadén in Coahuila. Believing he was legally authorized to make the expedition, this leader brought with him 170 men, women and children, a wagon train of supplies, oxen, plough-shares and military equipment including two brass pieces of ordnance. The journey began in July 1590. They moved north to Pecos Pueblo and then westward to the Rio Grande. Erecting crosses in the Indian villages, the Spanish leader had the native people swear allegiance to the Spanish king. Captain de Sosa set up a new administration by appointing from among the Indians a governor, an alcalde (mayor), and an alguacil (bailiff). Thus the Spaniards laid the foundations for future Pueblo governments in New Mexico. Although this brave Captain pioneered Spanish settlement in the Southwest, his arrest on grounds of insufficient authority to colonize cut short his career and he was returned to Mexico City under the guard of Captain Juan Morlete. De Sosa had, however, begun the real task of bringing European ideas and practices into the land of the Pueblos.

Successful in the initial movement in 1680, the Pueblo people forced the Spaniards to abandon the middle Rio Grande. The Spaniards retreated to El Paso. In 1692, Don Diego de Vargas marched north from El Paso, found the resistance of the Pueblos practically non-existent, and quickly and without much difficulty reestablished Spanish control.

An increase of settlements along the Rio Grande and prosperous trade over the Chihuahua Trail marked the eighteenth century. Expansion led to new missions and presidios (garrisons) in Texas and new missions and military posts in California.

Spanish influence remained dominant, however, although New Mexico was some 1500 miles from the seat of government in Mexico City, and even the religious administrative center was as distant as Durango (Mexico). Spanish customs continued, little modified from those of earlier years, and the Franciscan Order was unchallenged.

Acculturation went on but it was an interchange of Indian practices, methods of living, foods, crops, and dress. The Spanish patron (overlord) rode his rancho to protect his herds and family against marauding Navajos, Apaches, and Comanches. Indian servants and slaves worked for him and for his wife at the ranch house. Racial intermixture took place on all levels and the number of mestizos increased.

Spanish rule continued until the brief period of the Mexican Republic interrupted and ended Spain's long colonial administration (1820). After a short period of Mexican control the United States annexed the territory bordering the Rio Grande.

The effect of the influx of North European immigrants from the Atlantic coastal area was apparent in New Mexico. Residents of New Mexico tried unsuccessfully to prevent the easterner from entering the region.

Change resulted with the Mexican Revolt in 1820. Spain's control was ended and with it the mercantile system; so that in 1821 Mexico permitted legal trade over the Santa Fe Trail. Goods from the United States flowed into New Mexico; traders found considerable profit when the caravans successfully evaded the Indians of the Plains. Some merchants even continued the traffic down to Chihuahua. A new era had begun.

The Mexican rule was short-lived, however, for in 1846 under General Kearny's leadership United States forces took possession of the territory. In late 1846 General Kearny set up a military government, appointing military executives and a civilian governor. Regular territorial government under the United States was established and New Mexico remained a territory until statehood was proclaimed in 1912.

Throughout this period of American territorial control, changes in customs and practices were slow. Months of invasion by a Confederate Army from Fort Bliss in 1863 ended when the Union Army defeated the Rebels at Glorietta Pass. After the War between the States troops were stationed in frontier forts to protect settlers against Indians and lawless men. Then cattlemen drove herds up the Pecos to supply beef to the forts. The cattle business boomed and many soldiers and others took up homesteads and developed large ranches. Spanish citizens began to find themselves crowded into narrower areas as the lands of their ancestors were circumscribed as a result of the Anglo effort to take over more land and capture the water supply. Desperados and unscrupulous men brushed with the Spanish vaquero (rancher); wars between sheepmen and cattlemen broke out in a number of places; and such famed conflicts as the Lincoln County War brought prominence to such men as Billy the Kid.

The day of law enforcement was brought nearer by another change. When the railroads crossed the territory in the Eighties, it provided law officers with a swift mode of transporation for combating outlaw horsemen. The railroad also made possible the easier marketing of ores. Mines flourished and failed in a number of mountain areas.

Commercial ventures with cattle, mines and trade did little to modify the age-old routine of the Spanish-American agricultural village life. The village leaders often become politicos (politicians) of importance.

When the Rough Riders answered the call of the country in 1898, few New Mexicans of Spanish origin joined the ranks. Even World War I with its draft did not bring really fundamental changes. The period after 1917 saw more rapid economic development and the Spanish-American faced more intense exploitation both economically and politically.

Spanish-Americans and Indians willingly joined the fighting forces of World War II. With the war, the atomic bomb, developed in part on the Pajarito Plateau above Santa Fe, introduced New Mexico to the industrial age. The war affected the most remote villages of the mountains when sons and fathers were taken in the draft. After months of training and fighting in strange parts of the world, the veterans returned to New Mexico. They had lived and worked with Anglos;* they had shared and survived many experiences. As veteran GI's, they had wider opportunities to get an education, and some saw and realized the advantage of better training if they were to compete successfully. Many of the families of the Spanish-Americans not in active military service had worked in war plants, shipyards and other industries. They had moved out of the villages into urban centers bustling with activity. Never again would the slow pace of an agricultural life satisfy them.

---

*The term "Anglo" has a distinct meaning to New Mexicans. Because of the general local acceptance and understanding of the term it will be employed in this report and will refer to "non-Spanish Caucasians."

If during the first 65 years of this century most Spanish-Americans were frustrated in their attempts to emulate and operate within the Anglo culture, the recent Chicano movement has offered an alternative to complete submission to the dominant culture. Chicanismo corresponds to the "Black is Beautiful" movement in the sense that both involve identity-building processes. In essence, then, Sandoval County, New Mexico, is not only heir to a proud multi-cultural heritage, but recently it has also become part of a larger breeding ground of the Chicano movement--a movement aimed at making Spanish-Americans proud of their heritage and committed to maintaining the cultural values of their fathers.

Geography

Sandoval County comprises about 3800 square miles of New Mexico land whose major watershed terminates in the Rio Grande. Only about 9000 acres of this area can be irrigated.

The pueblos of Zia, Jemez Springs, and Santa Ana receive their water from the Jemez River. Most of the county's rainfull is in the Jemez and Nacimiento Mountains at the northern part of the county, which does little to aid the parched lands to the southwest. Because little water is available, two-thirds of the county is composed of arid, badly-eroded range land, part of which only the rattlesnakes will claim. A local government official reports that "This lack-of-water situation had us strapped. Industry won't come into the area because we lack water, and only a limited amount of stock can graze the area."

Land is distributed in such a way as to block any sizeable growth in the number of farms. Of the total land in Sandoval County 20 percent is tribal, 14 percent National Forest, 30 percent privately owned, 4 percent state, and 32 percent other federal lands. Of the privately-owned land, two-thirds belongs to six large ranchers, who account for most of the sales of livestock and more than half of the commercial crops sold in the county. In 1964 there were 160 commercial farms in the county. Of this number, three farms reported sales of $40,000 or more, three farms reported sales of $20,000 to $40,000, and 109 farms reported sales of $50 to $2500.[1]

Most of the timber that is suitable for selling is located on national forest land. Paved roads are few. In the high passes snow and ice are hazardous for winter travel. Twenty-six miles of interstate highway pass through the southeast corner of the county, giving all-weather road access to Santa Fe and Albuquerque. Passable feeder roads from these macadam thoroughfares are dirt or gravel, susceptible to wash-outs, and are poorly maintained. Travel in and out of the Pueblos and mountainous areas is difficult. Sandoval County thus typifies the marginal standards of life in much of Northern New Mexico.

Culture: Spanish-American and Indian

Traditional Spanish-American Culture

From 1597 until intrusion of the Anglo-American culture in 1845, the Spanish-American was tied to the soil. Marauding Indians, distance between communities, and relative isolation resulted in the extended

---

[1] United States Census of Agriculture 1964, Sandoval County, New Mexico.

Spanish family becoming a pillar of New Mexico way of life. An economy, upon which the corporate family was dependent, had a tendency to narrow time orientations to agrarian seasonal cycles. The church taught preoccupation with salvation after death; hence, labor was directed toward immediate fulfillment rather than acquisition of temporal properties.

Few alternatives were afforded by the folk society developed in New Mexico. Low aspirations resulted from dependence upon the patron system reinforced by feudal influences generated by the church. Spanish-American farmers were exploited and divested of traditional lands. The depletion of natural resources (overgrazing of range lands, for example) forced the Spanish agricultural families into an economy little understood. The weakening of the patron system and the extended family caused a vacuum which was filled by the political boss. Through government welfare the great depression caused a departure from agriculture towards a wage earner economy. Improvement of New Mexico public schools in the 1930's assisted in helping Spanish-speaking New Mexicans with the transition to Anglo-American ways. However, many were unable to make the change to broader time orientations, different aspirations and the impersonalistic satisfactions of the larger society. School dropout rates, lack of educational attainment, and insufficient job preparation conspired to keep rates of welfare participation high.

Levels of acculturation in rural Sandoval County were particularly low by any comparison. The bilingual problem inhibited progress of the

Spanish-American and has largely precluded his participation in the relatively sophisticated communications required to conduct contemporary affairs.

The Transitional Spanish-American

Proclamation by the American Army of New Mexico as a territory of the United States was little noticed by Spanish-Americans except as another flag-raising ceremony. Initially, New Mexican farmers saw little change in life-style or living standards because of a change in government. In time, however, the larger population centers were affected by the transition, and by the 1930's the Spanish-American in New Mexico was a victim of the merchant credit system and, as a rule, indebted to local merchants. The great depression which accompanied the drought in the southwest brought Federal aid in the form of WPA and CCC, further divorcing native New Mexicans from dependence upon the soil. Acculturation into the dominant society was retarded.

The Pueblo Indian Culture

Pueblo Indians lived in villages and depended upon subsistent farming in much the same fashion as the Spanish-American. Narrow time orientation, low levels of aspiration highly concentrated in a clan, and phratry type of extended family characterized the Pueblo peoples. As with the Spanish-American, traditionalism and suspicion of change was manifested by the Pueblo life-style.

Nonetheless, there were strong forces assaulting the cohesive Pueblo cultural units. Pueblo Indian cultures differ significantly from village to village; however, there are some generalizations that can be made of these unique peoples. Religious beliefs closely relate nature with supernatural spirits, allowing for worship of idols (such as Kachina dolls), the elements (commonly sun, rain, and moon), and animals (bear and eagle). The Pueblo gods are essentially naturalistic, supporting the Indian self-purpose to remain harmonious with nature by placating evil spirits, supporting fertility, and cherishing controlled behavior. Disruption of harmonious nature by thought, word, or action is considered unwholesome. A strong moral code provides close control of behavior, particularly avariciousness and individualism.

Native Pueblo religions allow for multiple worship, hence coexistence of Catholicism and the native beliefs is quite usual. Pueblo government is an extension of religion. Politically the cacique is not only the religious leader, but also the most powerful personage in Pueblo politics.

A typical Pueblo village government is composed of the governor, lieutenant governor, war captain, major official and first official, second official, third official and fourth official. The cacique* appoints the governor, the war captain, and the major officials. In some pueblos a medicine man appoints the lieutenant governor. The chief concern of the governor is to preside over the council and to represent the Pueblo in all matters of the Pueblo dealing with federal, state, and local governments as well as in contacts with other agencies of high prestige. His daily chores take him into all aspects of the life of the Pueblo including presiding over courts of justice. The lieutenant governor presides over the council in the absence of the governor and deals with small problems that come up in the Pueblo. The war captain, who usually is an ex-governor, is appointed as head of religious observances for the lay people. The major official concerns himself with the behavior of the people of the Pueblo, one of his main functions being to deliver homilies and sermons in church after the Catholic services are over.

---

*Pronounced, Ka' see'ki.

The council is the governing body of the Pueblo. It is composed of men who have served in one of the four major offices of the Pueblo government. It also serves as an advisory board to the governor. No business concerning the Pueblo can ever be accomplished before going through the council. The council is a deliberating body. Traditionally, for a decision to be acted upon, a consensus of the council had to be elicited. Sometimes deliberation over small, unimportant business was extended and tiring. The Pueblo cultures have accorded high status to old age, and the Pueblo Councils reflect this value. Some of the elders who are council members are very traditional, and to convince them of innovations in the Pueblo is well nigh impossible. Because of the traditional consensus of the council, modern technical progress has been slow in coming to most of the Pueblos. With increased contact of the

Pueblos with state and local governments, the decision-making process has accelerated considerably in the past few years.

Acceptance of modern scientific medical practices has had the effect of lowering infant mortality rates and increasing longevity. The result has been a population expansion in Pueblo villages which has more than doubled the population in the past two decades. Yet the resources of the reservations have not increased. A great proportion of the Pueblo people are now working outside their reservation in many types of work other than agriculture.

Economy

Sandoval County is one of the one hundred poorest counties in the United States. With a population of 16,000 in 1966, Sandoval County had a per capita income of $1,030; in 1965, the per capita income was $953; and, in 1960, it was $684. Currently, the per capita income for Sandoval County is approximately fifty percent of the New Mexico per capita income and is the lowest of the 32 counties in the state.

The Indian Community Action Project office estimates that eighty-five percent of the Indian families earn under $3,000 per year; and, of those, two-thirds earn under $1,000 per year. Because of the poor quality of the land,only 7.1% of the residents are employed in agriculture while 84% are on a wage salary. For the second quarter 1967, the average weekly earnings for those employed in industry was $80.53. The government provides nearly 40% of the county income in the form of Wages and Transfer Payments (which includes any income accruing to persons for which they have rendered no current service).

The Department of Public Welfare carries a heavy case load in the county, and this case load has increased slightly during the past two years. Late in 1967, they reported total cases of 584 and total persons covered, 1,130. This means that approximately one out of every eighteen persons in the county receives some benefits from the Department of Welfare.

Population

Population estimates of Sandoval County reflect the flight of younger members from the community who escape to better opportunities in other areas of New Mexico or the United States. A local mayor said that "in the thirteen years I have lived in this town I have seen only two high school graduates stay here after graduation."

The New Mexico Bureau of Business Research estimates that the population of Sandoval County as of July 1967 was 18,500. The ethnic composition is estimated at 20 percent Anglo, 42.9 percent Indian, and 37.1 percent Spanish-American. The Indians are basically of the Navajo and Pueblo tribes, with a few Apaches living in the north. The Pueblo Indian population is estimated at 7,122, and the Navajo population at 1,556. See Table I.

The jump in the 1967 (Table II) population figure reflects a number of "bedroom" communities established on the southern border of the county. The residents there have most of their economic and social ties in Albuquerque, thus contributing little in the way of leadership and economic inputs into the county.

TABLE I

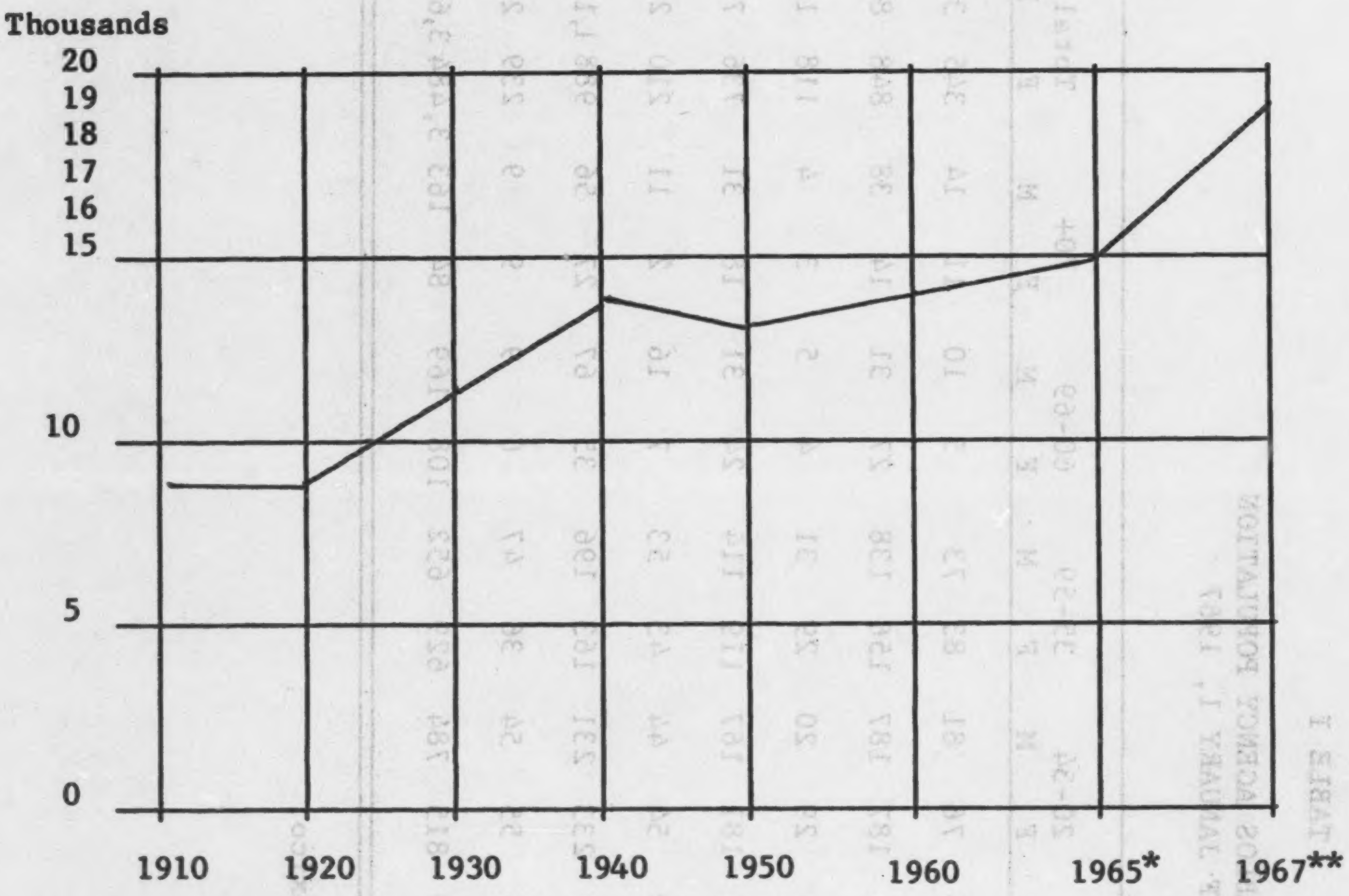
UNITED PUEBLOS AGENCY POPULATION AS OF JANUARY 1, 1967

Pueblos in Sandoval County	0-4		5-14		15-19		20-34		35-59		60-69		70+		Total		Total Popu- lation	Total Family Groups
	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M		
Cochiti	35	38	106	86	29	26	76	81	83	73	5	10	11	14	345	328	673	193
Jemez	115	96	262	248	87	112	187	187	156	138	27	31	14	38	848	850	1,698	351
Sandia	5	7	35	25	13	17	29	20	29	31	4	5	3	4	118	109	227	65
San Felipe	72	91	222	219	100	76	181	167	119	114	24	31	18	31	736	729	1,465	287
Santa Ana	26	14	61	65	17	23	54	44	43	53	7	16	2	11	210	226	436	110
Santa Domingo	143	150	287	287	100	139	233	231	163	196	35	67	27	56	988	1,126	2,114	454
Zia	32	36	83	79	18	36	55	54	36	47	6	9	9	9	239	270	509	100
TOTALS	428	432	1,056	1,009	364	429	815	784	629	652	108	169	84	163	3,484	3,638	7,122	1,560

Source: Employment Security Commission of New Mexico, Manpower Resource Report, 1966.

TABLE II

SANDOVAL COUNTY POPULATION 1910-1967



*Estimate

**Estimated by the New Mexico Employment Security Commission

TABLE III

POPULATION WITHIN AGE GROUPS

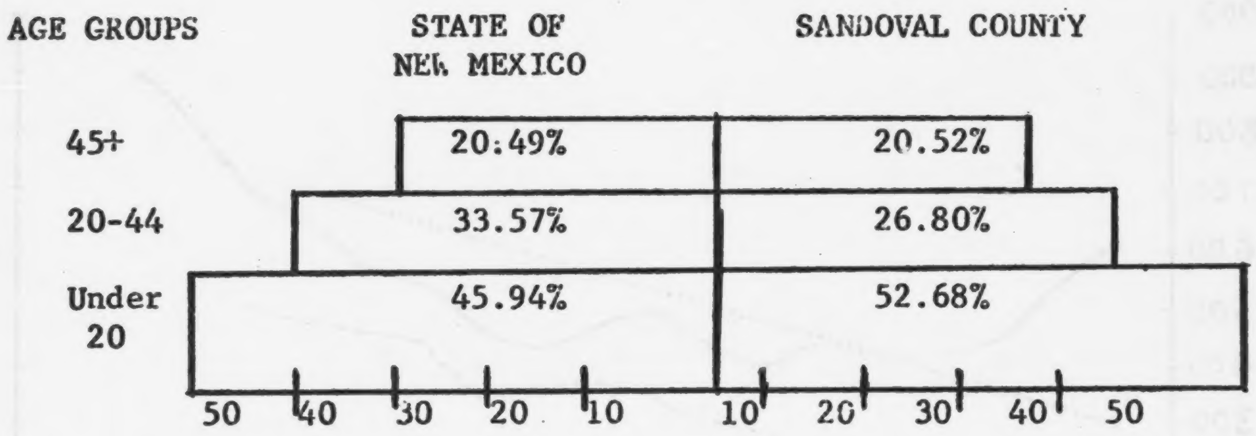
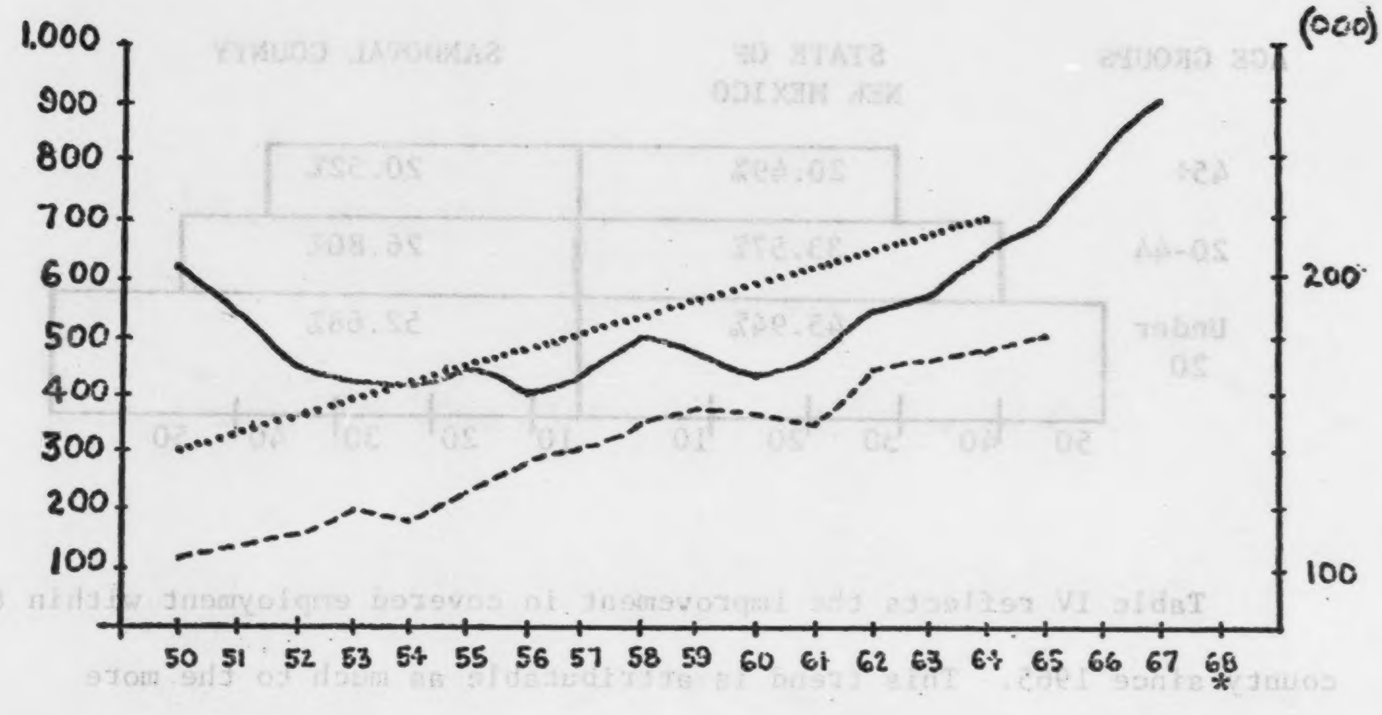


Table IV reflects the improvement in covered employment within the county since 1965. This trend is attributable as much to the more stringent enforcement of the minimum wage laws as to indications of increased employment activity in Sandoval. Much of the real increase results from service type employment generated in the "bedroom" communities on the periphery of Albuquerque.

TABLE IV

SANDOVAL COUNTY COVERED EMPLOYMENT NUMBER OF WORKERS



———Sandoval County
------New Mexico State Average
......Bernalillo County* on Same Rate: Scale + 10,000

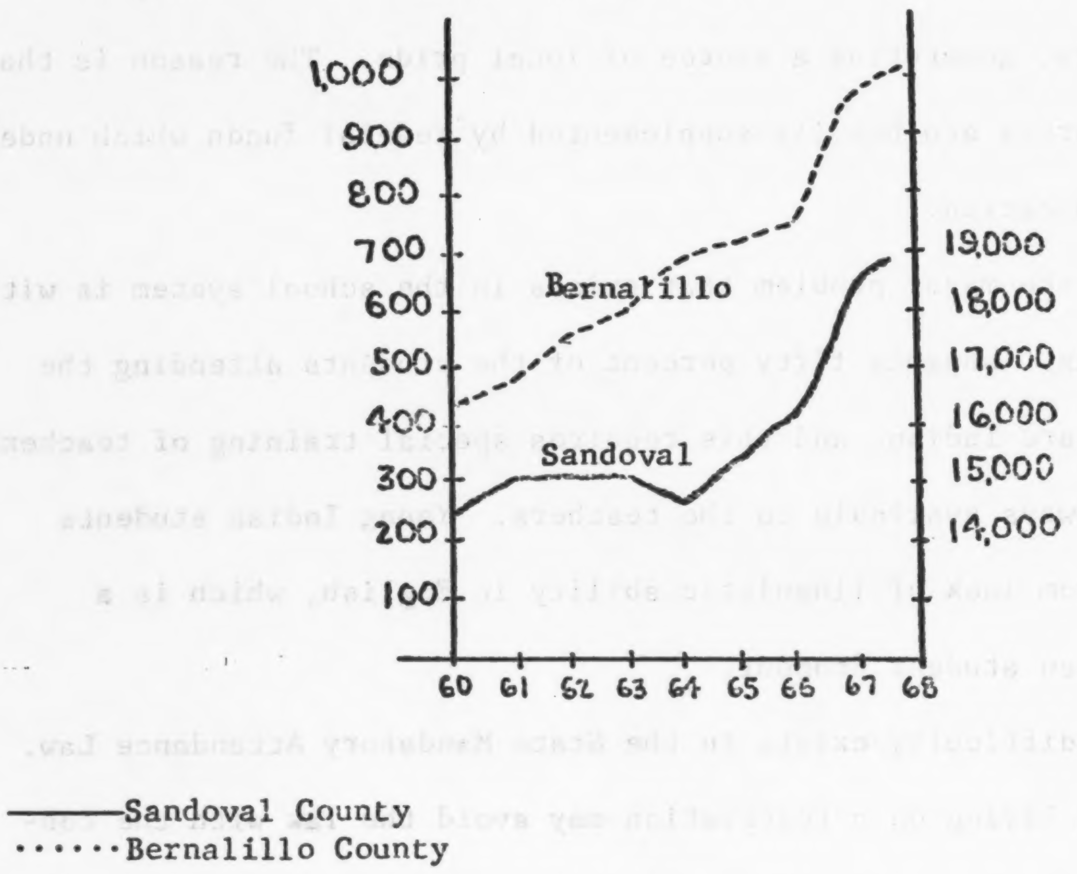
**1st Quarter

---

[*] The town of Bernalillo is not located in Bernalillo County, but it is located in Sandoval County. Albuquerque, a city of 300,000, is located in Bernalillo County. The crucial distinction is that Bernalillo County and the city of Bernalillo are separate political entities.

TABLE V

SANDOVAL COUNTY COVERED EMPLOYMENT



1960 - 1967
Births=3811
Deaths= 872
Natural Increase=2939
Inferred Migr=1300
or 9.1%

Education

In Sandoval County there are three school districts. These include the Bernalillo Public School District, the Jemez Springs Municipal School District, and the Cuba Independent Schools. The highest teacher salary schedule in the State of New Mexico is found in one of the county's school districts, generating a source of local pride. The reason is that the local resources are heavily supplemented by federal funds which underwrite Indian education.

Perhaps the major problem that exists in the school system is with the cultural mix. Roughly fifty percent of the students attending the public schools are Indian, and this requires special training of teachers, which is not always available to the teachers. Young Indian students often suffer from lack of linguistic ability in English, which is a factor in Indian student dropout.

Another difficulty exists in the State Mandatory Attendance Law. Indian students living on a reservation may avoid the law with the consent of the Pueblo Governor, thus evading the vital educational process. A school administrator reported that, "We somehow have to reach more and more of these young Indian students who are prone to drop out or never, really, get in. Our hands are tied in that we have no real control over them." One local school administrator reported that he would like to branch out into vocational education, but he was told that federal funds could not be made available since a vocational complex already existed in Bernalillo which was designed to serve the entire county. Many students would have to be transported up to two hundred miles daily to attend the school in Bernalillo. A brief report is included in Appendix I of uses to which federal funds are being put in the three public school districts.

Approximately twenty-five percent of the public school graduates have plans for entering college. The relatively low percentage demonstrates the low level of expectations held by graduating students. In urban schools fifty percent to eighty percent of the graduating students usually indicate an interest in college.

Most schools in Sandoval County are not overcrowded as they are frequently in other parts of the country partly because some Indians of school age have been able to evade the educational process and there is a low level of population growth in the county.

Health

Providing adequate health facilities in rural areas is a chronic problem throughout the United States. In Northern New Mexico the problem is critical. The Presbyterian Medical Services of the United States has completed a five-county health survey of the Northern New Mexico area. It reports malnutrition, tuberculosis, infant diarrhea, pneumonia, and accidents as the major health problems in the area. Chronic dental conditions also exist due to lack of treatment and inadequate understanding of dental care on the part of the indigenous population. The rate of infant mortality in these five counties is similar to the national level in 1940.

TABLE VI

SANDOVAL COUNTY

AVERAGE DAILY MEMBERSHIP BY UNIT, SCHOOL AND GRADE
(3 Year Period)

1960 Census Enrollment . . . 4,612

STUDENT PUBLIC AND NON-PUBLIC ENROLLMENT IN SANDOVAL COUNTY

School Year	Bernalillo District	Cuba District	Jemez District	Total School Enrollment
1965-66	3,177	852	693	4,722
1966-67	3,058	891	710	4,659
1967-68	3,113	933	765	4,612

Elementary

	1			2			3			4			5			6		
School District	1966	1967	1968	1966	1967	1968	1966	1967	1968	1966	1967	1968	1966	1967	1968	1966	1967	1968
Bernalillo	370	351	320	333	318	308	326	362	344	277	335	364	308	288	244	288	238	216
Cuba	124	123	125	83	96	140	92	81	68	69	86	75	86	70	96	73	84	60
Jemez Springs	67	73	79	47	56	82	55	46	54	60	55	56	75	60	70	54	87	71
Total	561	547	524	463	470	530	473	489	466	406	476	495	469	418	410	415	409	347

Junior High

Grade	7			8			9		
School District	1966	1967	1968	1966	1967	1968	1966	1967	1968
Bernalillo	215	246	229	200	206	243	224	201	241
Cuba	73	78	91	60	68	74	50	57	67
Jemez Springs	63	59	94	56	64	60	64	52	52
Total	351	383	414	316	338	377	338	310	360

HIGH SCHOOL GRADUATES							NUMBER OF STUDENTS PLANNING TO ENTER COLLEGE					
Public			Non-Public				Public			Non-Public		
Boys	Girls	Total	Boys	Girls	Total		Boys	Girls	Total	Boys	Girls	Total
90	94	184	23	29	52	1965	26	19	45	12	16	28
111	87	198	27	46	46	1966	31	22	53	1	6	7
130	100	230	10	3	13	1967	27	29	56	5	2	7

Source: The State of New Mexico Annual Statistical Report of the Superintendent of Public Instruction, 1965-1966-1967.

The county has the services of two public health nurses; the Indian pueblos and the schools have their own nurses. No hospital is found in the county, and persons requiring hospital attention are forced to go to Albuquerque. No medical doctors work in the county, although there are two osteopathic doctors. No dentist works in the county on a permanent basis. Immunization programs, nursing conferences, prenatal clinics, and health advice are provided by the health nurses on periodic trips through the county.

A housing survey was conducted in Bernalillo, which is the major center of population in the county. The survey reported that of the 880 housing units in the planning area only 15% were found to be standard, and fully two-thirds of all occupied units were classified as qualifying for demolition.

PROCESS EVALUATION

This evaluation report has attempted to conceal, except for the coordinator, the identity of individuals and organizations. A variety of organizations can be found in Sandoval County, each having its goals, membership, parent system, and source of funds. On the main street of Bernalillo one can see the offices of the Agriculture Stabilization and Conservation Service, Soil Conservation Service, Sandoval County Community Action Program, Department of Public Health and Welfare, All Indian Pueblo Council, City Hall, and Bernalillo Public Schools. The organizations seem to be totally different from each other, and would defy classification into organizational types.

In order to understand the strategy of the coordinator's attempts to stimulate certain organizations, it is important to understand how the organizations were structured. The key to understanding activity and lack of activity lies in the structure of the organizations. The coordinator is often able to use certain opportunities in the organizational structure for the purpose of bringing about some form of change.

All of the federal, state, and most of the local organizations in the county have either an agency-type or committee-type organization. In an agency-type organizational structure, e.g., Soil Conservation Service, the locus of authority at the county level is established in the role of a single person--the director, who is responsible to a superior official in the parent organization. If it is a state agency, the parent organization usually is in Santa Fe; if it is a federal agency, the parent agency is either at a regional office in another state or in Washington, D. C. The director of an agency-type organization is not responsible to anyone within his own local organization. His superior sets policy, and the director is responsible for the day-to-day decisions which carry out that policy. The local director controls the division of labor and orders its activities.

In committee-type organizations, such as the Technical Action Panel, the locus of authority and responsibility lies with a committee or panel which has been selected to represent the membership as a whole. The membership of the whole, or the governing committee, selects a leader, who has authority delegated to him by the committee. The spokesman is usually the chairman, acting on the wishes of the governing committee. Only when a majority of the members of the governing committee are present at a meeting do they have the power to make decisions. The goal orientations of the committee-type organizations are diverse. Some are working for better health conditions, others for improved education and community acquisition of industry.

The Role and Resources of the Coordinator

The coordinator's role was structured in such a way that he was to contribute toward achieving the stated objectives by inducing other organizations to do the work. Because the coordinator was not given authority over other agencies or committees in Sandoval County, he had to find other means by which he could influence their activities.

The coordinator has high status because he was appointed by a Presidential Task Force and reports directly to Washington. Another contributing factor is that he is "legitimized" to perform many tasks and to see many people to whom other agency directors are denied access.

The instructions of the Task Force to the coordinator were very limited and general. The coordinator was asked to work behind the scenes and not to take credit for success away from other agency directors.

The man selected for the job of coordinator would have to meet certain qualifications. He would have to be a long-term resident of the state and be familiar with the state and federal bureaucracy. He would have to understand the multicultural variables that exist in Sandoval County.

The man eventually selected for the job had lived in New Mexico almost all his life. He had spent thirty years working for the State Department of Education and was familiar with the socioeconomic development of Sandoval County. He was of Spanish-American descent and had had considerable experience working with the Indian population.

Few material resources were assigned to Concerted Services. No federal project money was to be handled through its office. One school official put it this way, "They didn't bring money power, they brought brain power."

The coordinator had two competent secretaries, but no other professional assistance. The office had franking privileges with the Department of Agriculture and a sizeable supply of materials. The office was large enough to accommodate twenty people for meetings. The coordinator possessed one scarce resource which was unavailable to other agencies in Sandoval County. He had contacts in Washington who could provide him with valuable information on new federal monies, as well as other important subjects.

Day-to-day activities in the office of the coordinator would include the following: the secretaries might be (1) writing letters for a committee, (2) compiling a list of activities being pursued by other agencies which would later be distributed throughout the county, (3) sending literature to other agencies, (4) sending individually typed letters to inform or remind people of meetings, (5) taking minutes at meetings and then sending copies of those minutes to participants.

In turn, the coordinator might be (1) writing a project proposal, (2) contacting a business which had shown interest in locating in Sandoval County, (3) talking to a director and/or his staff about the possibility of their sponsoring a new project, (4) visiting the supervisors of state agency directors in Santa Fe, or federal agency directors in Texas or Washington, (5) attending an agency meeting and occasionally making suggestions, (6) calling a meeting of local citizens, or (7) traveling to Texas or Washington to check on the status of a project proposal. An interpretation of these activities, and others, will focus on the coordinator's strategy for stimulating the socioeconomic development of Sandoval County.

The Nature of Dysfunctional Forces Retarding Progress in Sandoval County

The dysfunctional forces to be described are those which tend to resist, retard, or reject the growth and development of projects and processes in Sandoval County. These forces will be described as they are seen by local leaders, agency directors, and the coordinator. The description will be supplemented by observations made by the evaluation team. The dysfunctional forces acting on agency-type organizations differ somewhat from the forces acting on committee-type organizations; therefore, the differences between the organizational types will be handled separately.

Primary Mission, Secondary Mission, and Job Security

Every agency-type organization has a primary mission which is defined by law or by policy. The Department of Welfare administers welfare cases, the public schools educate the young, the Soil Conservation Service provides technical assistance in agriculture, and the like. These primary missions do not include participation in the War on Poverty through the development of special projects. Any agency which elected to do so would be adopting a secondary mission.

The director of an agency-type organization is evaluated on the conduct of his primary mission. His job security depends on the conduct of that mission. Accepting a War-on-Poverty program as a secondary mission means that an agency director is willing to be evaluated by people using procedures with which he is not familiar about a subject on which he is not an expert. Agency directors feel that it is threatening to be in this position. "Those programs have merit if they are run well, but a guy risks a lot if everything doesn't go right," reported one director.

Expectations

In order for organizations to change their operational patterns they must know in what way they are expected to change. They must also be able to perform in their new roles and have the resources necessary to complete the required changes. The evaluation team found no agency director who reported that his supervisor had asked or directed him to apply for federal project money (before the coordinator arrived). "I don't ever recall my boss in Santa Fe saying anything about our getting involved," reported one director. "The subject never has come up."

A member of the evaluation team asked a supervisor in Santa Fe if it were a practice to request his subordinate at the county level to submit ideas for proposals for federal money. "No, we don't work that way," he replied. "We wait for them to send us proposals. We don't want to tell our county agencies how to do their job. They know better than we do if they can handle the projects." The interviewer asked about those counties which did not submit proposals. "Well, that just means they aren't interested and don't want to participate."

The point is that usually parent organizations neither direct, nor expect, their subordinate organizations in Sandoval County to apply for federal project money. The parent systems are satisfied if the county-level organizations are conducting their primary missions efficiently. The county agencies feel that it is not their responsibility to submit proposals or ideas for proposals; no one ever asks or expects them to. In Sandoval County the situation has been that the county agencies have waited for their parent systems to issue directions and directives, and parent systems have been waiting for the local agencies to initiate requests.

Rewards, Punishments, and Extra Work

The importance of offering rewards or threatening punishments in attempting to change behavior is traditional. County-level agency directors feel no threat from their supervisors if the directors do not attempt to acquire project money, and they are not offered rewards for taking on a secondary War-on-Poverty mission. The agency directors feel that if they do take on a secondary mission all they will receive is more hard work and possible criticism which often seems to follow federal projects.

A school official reported that "It takes some guts to stick your neck out into a new program. MDTA programs are hard to administer." An agency director reported that the extra work would "take a lot of my time and the time of my staff away from my regular job."

Communication

Another force which tends to reinforce the lack of participation of agency-type organizations is the lack of information on availability of federal funds. Those organizations which might be willing to sponsor a program often never hear about available money. A local businessman stated, "Out here we are sort of isolated from the mainstream. We don't know a whole lot about federal money. Who is going to tell us?" In Sandoval County this is a valid question.

The government communication net which spreads information through specific channels often terminates in the big cities. Many major government departments do not have offices in Sandoval County. To receive information from these federal agencies, correspondence usually must be initiated from the county. "We so often just don't know who to write to. There seem to be so many agencies, and we don't know much about any of them," reported a community leader.

A city planning specialist reported that there are approximately one hundred thirty-seven federal programs from which federal funds are available. Large cities usually contain most of the Federal government's branch offices which have specific knowledge about these programs and disseminate information to active organizations in big cities, e.g., City Planning Commission, Chamber of Commerce, Industrial Commission. These organizations have highly skilled members and can mobilize large bodies of people to support federal projects.

In an isolated rural community,where there is no Chamber of Commerce or Industrial League,who will accept the information and spread it throughout the county? The answer, in most parts of the county, is "no one." The communications network all too often breaks down before it reaches the rural communities.

Receiving information and understanding it are two essential ingredients in the communication process. Communication may be defined, therefore, as the exchange of information and the transmission of meaning. Federal documents are probably not written with the intention of confusing the reader; but, in rural Sandoval County where the citizenry is not highly educated or skilled in the language of the bureaucrat, this is often the case. "I can read some of those things all day and still not know what they are really after," reported a local businessman. Another stated, "We do our best to follow directions; we are not sure what they want. Many times we don't think that they do either."

Writing proposals requires an expertise that few people possess. These proposals must compete with proposals written by teams of experts from urban areas. One experienced urban proposal writer reported that "The proposal writer must know what the reader in Washington wants to hear." The idea is called the "magic word" concept and requires a thorough knowledge of the trends that are popular at the moment. Rural areas just don't have such people available.

Control Over Upward Communications

A policy of upward controlled communication is usually practiced by federal and state organizations. This policy requires county-level organizations to funnel all correspondence and other requests for action through the parent organization if it is destined to another agency outside the county. If a county agency wants to request the assistance of an organization located outside the county, the parent organization must first pass judgment on the request. If the parent organization approves the request, it usually makes the contact for the local organization.

This policy plays a valuable role in keeping the parent organization informed of the local agency's activities. It also prevents the local agency from acting as an autonomous unit, but there are times when such a policy can delay the activities of the local organization to such an extent that promising ideas are lost. According to one agency director, "This policy always delays, and often terminates, our request. They don't always understand how things are down here."

High-Status Leadership

A local government official pointed out another force in Sandoval County which hinders organizations in their attempts to get federal money inputs. "They have some pretty important people in Santa Fe and Albuquerque who can call almost anyone in the government and request action. Who have you (the interviewer) seen here who can do this?" His statement reveals two important ingredients that are present in major cities but generally lacking in Sandoval County--residents of high status who have important connections.

The Relatively Closed Social System of the Indian

Sandoval County has two distinct cultural groups--Spanish-Americans and Indians. The Indian population has been struggling in recent years to preserve its culture. They have erected high social system boundaries which attempt to "screen out" foreign influence, and they administer their own federal projects which often fall short of their own expectations. The reason is partially because they are unwilling to work with "foreign elements" who could possibly provide expert assistance. One Pueblo Indian leader reported, "My people are suspicious by nature, and it keeps us from taking advantage of what we would learn from the outside world."

Committee-Type Organizations

Committee-type organizations, such as the Technical Action Panel, differ from agency-type organizations in terms of the forces which tend to retard their activity. These organizations are usually made up of local residents who organize themselves in an attempt to assist others improve the socioeconomic conditions under which they live. Also, the organizations believe that the county can help itself and can benefit by the leadership which the committee-type organization can provide. The members of these organizations can be proud of their service to the community, and they have demonstrated that a community can help itself.

The following are some of the retarding forces which affect agency-type organizations

1. Committee-type organizations lie outside the federal and state channels of communication.

2. These organizations typically have no parent system and, if they do, the relationship is weak. The only expectations of change are the ones that the members generate themselves. No threat to job security is ever felt by members of committee-type organizations.

3. A lack of contact with influential people in high federal and state offices.

Furthermore, a committee-type organization usually has no financial resources to work with. The organizations are, for the most part, not authorized to handle federal money for project development; the exceptions to this general rule are the town councils and the county commission. They cannot purchase stamps or envelopes; long distance phone calls are not permissible; secretarial help cannot be employed; transporation expenses cannot be reimbursed; and notification of meetings cannot be sent.

Donations are often requested in order to give life to a promising local organization. Bake sales, garage sales, and raffles are often held to raise money. But sustaining an organization over a long period of time using these methods in a poor county is difficult, if not impossible. Agency-type organizations do not face these problems because they have agency budgets to work with.

Committee-type organizations typically meet once a month, which means that correspondence sent out and received cannot be acted upon until the following meeting and decisions cannot be made on an informal basis before monthly meetings are held. For these reasons actions are usually delayed over long periods of time. Such is not the case in an agency-type organization where the leader has the authority independently to make decisions. One member of a committee-type organization reported, "We never could remember exactly what happened at our last meeting, and there was always confusion about who was selected to do what." Another member said, "We would get together once a month and talk about all the things we could do, but nothing ever got done between meetings."

Induced Change Within Organizations

At the outset of this discussion, a comment about terminology may be helpful. Concepts such as stress, strain, manipulation, and confrontation will be used which, in ordinary speech, sometimes have negative connotations. Social scientists, however, use these concepts in a precise way to describe particular characteristics of organizations and social processes.[2] Stress-strain, for example, is a structural element in every social system. Manipulation describes an activity or arrangement that is directed toward some goal, but it does not necessarily imply sinister motives or coercive tactics. Confrontation, formal and informal, is the interaction process wherein individuals and organizations are forced to consider alternative values or behaviors.

This part of the study will deal with the question of how the coordinator manipulates certain organizations in an attempt to produce changed patterns of activity. One technique used by the coordinator was to intentionally inject a stress situation between certain members of the organization, which manifests itself in strained relationships. Two basic strategies are employed by the coordinator for intentionally introducing strain into the organization. The first strategy finds him working from within the county level target agency as a trusted member trying to bring about a "voluntary" change pattern, and the second is the forced change strategy which will be discussed later.

---

[2] See Alvin L. Bertrand, Basic Sociology. New York: Appleton Century Croft, 1961, pp. 31, 219, 220.

When voluntary change takes place, new patterns are established before the old patterns are disrupted. The changes that take place are planned in advance and are oriented to a goal that has been voluntarily adopted by the organization. The members of the organization are trained to perform their new roles before they actually have to participate in them. The coordinator tries to control, or influence, the direction the change will take.

A case history will be presented which typifies the strategy of the coordinator when he injects strain into a target organization. The point to focus on is the interpretation of the task of the county level target agency director as seen by the incumbent and as seen by his supervisor in the parent system, because this is where the strain manifests itself.

An earlier section of this study described, in terms of expectations, the relationship between the parent organization and the county level target agency. Each was satisfied if the target agency carried out its primary mission efficiently. Each organization saw the task of the target agency director as requiring nothing more than a high level of efficiency in the primary mission. For reasons already described, the parent system had no expectations that the target agency should adopt a secondary mission of sponsoring a War-on-Poverty project. The strategy of using the voluntary change method requires the coordinator to work within the target agency as a trusted member. The coordinator reported, "It's hard to work with these organizations if they aren't

2

sure of what you're up to. You've got to show them your cards so they know you're not hiding anything. You just can't start working with them right off; they have to accept you first."

The target agency director revealed something about the coordinator's method of establishing rapport, as well as the trust that had evolved. "He (the coordinator) is like one of the family. Every day he comes around for coffee, and we talk about the county, politics, or business."

During the weeks that preceded his "move," the coordinator worked toward developing rapport with the staff of the target agency, as well as with the director. The coordinator periodically got himself invited to the weekly staff meetings of the target agency. At these meetings he introduced officials from other government departments in the state who presented brief talks about some project going under their direction. Two objectives were being pursued by the coordinator at these periodic meetings: (1) He was introducing ideas to the staff about how other agencies in the state were making contributions to the War on Poverty, and (2) he was establishing rapport with the staff. These periodic meetings, at a later date, were easy to turn into training sessions for the members of the staff. The pattern of these meetings with the coordinator had long been established.

The Development of an Idea

On one of his trips to Washington, the coordinator became aware that federal funds were available for which the target agency could probably qualify. "They (the target agency) knew about it, too," said the coordinator, "but they didn't know enough about how it could be used. Besides, they weren't interested. I found out all about the requirements and then got myself organized."

The coordinator knew he would meet resistance from the target agency director, so he announced his idea in a way that would answer most of the defeatist questions before they could be asked. The coordinator proceeded by presenting: (1) conclusive proof that the agency qualified for the funds, (2) a promise that he would help prepare the technical aspects of the proposal, and (3) a general outline of a plan of operations that could be put into effect once the project was funded.

"I had trouble selling them on the idea," the coordinator said. "When I met the staff I found that their main concern was the extra work and the time it would take from their regular jobs." For several weeks informal meetings were held with the director; and formal meetings were held with the staff. No progress was made toward their accepting the idea of the coordinator.

The vulnerable spot that the coordinator exploited was the relationship between the parent system and the target agency. The parent system had no expectation that the target agency should adopt a secondary mission. By injecting a stress situation between the two organizations a chain of events began that led to organizational change in the target agency.

Injecting Stress into an Organization

The coordinator was legitimized by the nature of his role to visit the supervisor of the target agency in Santa Fe. To do this without the knowledge and consent of the director of the target agency would have been a threatening gesture. The coordinator said, "After weeks of pushing the idea with him (the target agency director), he said he couldn't do anything on his own. He said I'd have to see his boss in Santa Fe." This was a very important remark on the part of the target agency director. It meant that he had finally run out of arguments, or patience, and was, perhaps unwittingly, authorizing the coordinator to see the supervisor of the agency. The coordinator could now continue to work from within the organization and would not lose his rapport with the target agency director by going over his head.

At the parent organization in Santa Fe, the coordinator found "so many questions in their minds. They didn't know much about training, and they knew less about the technical aspects of writing proposals. They knew that the federal money was available, but hadn't studied the situation thoroughly to determine how the money could best be used. Possibly this was because the supervisor was not an expert in training and was working in an occupational slot outside his field."

The coordinator presented to the supervisor, just as he had done with the target agency director: (1) conclusive evidence that they qualified for the federal money, (2) a promise that he would help prepare the technical aspects of the proposal, and (3) a general outline of a plan of operation that could be put into effect once the proposal was funded. The more the coordinator defined the aspects of the program for the supervisor, the more interested the supervisor became. The supervisor thought that the idea had promise and said he would talk to the director of the target agency about it. The coordinator reported, "He would never order the (target agency) director to get into this thing; they don't work that way." This was the turning point in the efforts of the coordinator to get the target agency to adopt a secondary mission. The stress situation had been injected between the supervisor in Santa Fe and the county level target agency director.

Strain in the organization. As the supervisor began to discuss the prospects of administering a War-on-Poverty program with the target agency director, a strain began to develop in their relationship. The strain felt by the target agency director existed because for the first time he felt that the supervisor expected him to adopt a secondary mission. Where at one time the supervisor and the target agency director agreed on the task of the target agency, they no longer did. The supervisor felt that the target agency director should pursue the federal funds, and the target agency director did not want to do so. It should be remembered that at no time did the supervisor direct the target agency director to submit a proposal, but the target agency director sensed the expectation.

The Behavioral manifestations of strain. The target agency director had three alternative paths of action:

1. He could attempt to alter the new expectation of the supervisor to conform to his own. A threat to the job security of the target agency director could have evolved out of the situation if he resisted.

2. The target agency director could have attempted to control the tensions while he set up a delaying action, hoping that with the passing of time the supervisor would forget the whole thing. The coordinator was able to prevent this approach by continually applying pressure on the supervisor. "I kept pushing them," he said, "and I kept answering their questions."

3. The third alternative was to conform to the new expectation by adopting new patterns of action which incorporated a secondary mission into the overall objective of the target agency.

The decision was made to submit a project proposal and the target agency director was the one who made that decision. The voluntary change process requires that new patterns be established before old patterns are disrupted. The members of the organization are aware that changes are going to take place and are trained to assume their new behavioral patterns before they actually must do so.

The coordinator did a great deal in preparing the staff for their new obligations. Regular workshop-type sessions were held. He also wrote a large part of the proposal, utilizing expertise that was not possessed by the supervisor or the target agency director. "They didn't know enough about labor codes, building materials, and training techniques to write the proposal themselves," the coordinator stated.

The strain situation and the resulting tensions had been reduced because the supervisor and the target agency director now had a similar definition of the task of the target agency with reference to the secondary mission. The case doesn't end with the decision to pursue a secondary mission with the submission of a proposal. Getting the proposal funded required the coordinator to establish key systemic linkages. The contribution of these systemic linkages will be the subject of another chapter of this study.

Conclusion. The steps in the strategy of the coordinator for getting the target agency to adopt a secondary mission were:

1. Establishing rapport with the target agency.

2. Presenting the target agency director with an idea for project development which incorporated a plan on how the project could operate and the resources that would be necessary.

3. Acquiring quasi-permission from the target agency director to see his supervisor.

4. Injecting stress in the relationship of the parent organization and the target agency by establishing an expectation towards change in the mind of the supervisor.

5. Answering technical questions which might have blocked or delayed the project.

6. Providing training sessions for the staff which established new patterns of activity.

7. Helping to write the project proposal.

Committee-Type Organization

A committee-type organization in Sandoval County, as a rule does not have a parent organization in the state capitol to supervise or control its activities. This type of organization consists generally of a group of volunteer community leaders whose mission is to administer local development issues directed by questions and requests from members during meetings.

The significant force which determines the effectiveness of the committee-type organization is that of leadership behavior. Some committee-type organizations in Sandoval County are actively engaged in the pursuit of project development. In conjunction with the committee-type organization, the coordinator often assumes the role of consultant but makes little or no attempt to control its activities.

The coordinator is accepted as a trusted participant in the committee-type organization, having the rights and privileges of membership. One leader of this type organization reported, "He (the coordinator) is not really an official member of our committee; but we know we can call on him at any time and he'll do anything he can to help us."

A visitor at a local development committee meeting is likely to be impressed by the talented local leadership coping with the socio-economic problems of Sandoval County. The coordinator said, "I always try to help get the right people into leadership positions. If a group is in good hands my job isn't nearly as difficult."

Several committee-type organizations were partially organized or recognized with the aid of the coordinator, e.g., the Technical Action Panel, Economic Development Association, Recreation Committee, and the Housing Authority. These organizations, and others, demonstrate local leadership at its best. Apparently before the arrival of the coordinator in Sandoval County the level of committee participation in community affairs was lower. Some organizations which presently exist did not appear to exist at all prior to the CSTE program. The coordinator had to develop a strategy to stimulate certain committee-type organizations into active participation in order to increase their output.

In one case, "the (committee) wasn't doing much, so I had to find some way to get it moving," the coordinator said. The retarding force in the target organization was the leader. "He seemed to drag his feet a lot when a project that called for a lot of work was proposed," a community leader said. "Sometimes a good idea would slowpoke along for such a time that the idea would be forgotten." Another committee member reported, "We have a few meetings, and then the whole thing wouldn't be heard of again. It's disgusting that we couldn't keep momentum behind our ideas."

The strategy of the coordinator called for his being a trusted and participating "non-member" of the organization. "I never accept official leadership positions, or even a membership position, if I can help it. This could tie me down because I work with so many organizations," stated the coordinator. The first task of the coordinator was to get the committee to accept the goal which would require it to become "action-oriented" in its pursuits. The coordinator knew that the leader was often able to stifle, either consciously or unconsciously, ideas that were brought up in meetings. If a number of delay tactics were used the membership became bored and ready to move on to a new subject. The development of enthusiasm for a project while a meeting was in progress proved difficult. A pattern of inactivity appeared to be the norm, and the committee seemed willing to accept it.

If the coordinator received information which he felt could be utilized for a project in the community, his objective was to introduce the idea into the meeting in such a way that the normal defeatist pattern would not take hold.

The coordinator then contacted the individual committee members outside the meeting to explain the program to them. He hoped to intensify their enthusiasm and expectations so that in the meeting the members would pursue the fight for the project in a united effort against any possible opposition by the leader. As a result, the members had generated an expectation and expected the leader to lead. Tension existed between the leader and the members.

The next step in the coordinator's strategy was to maintain a high level of enthusiasm in the membership, thus keeping tension between the members and the leader. In order to reduce the tension, the leader committed himself finally to the goal. The leader reported, "He (the coordinator) makes problems for me because he tells everyone that the (committee) can do something when we don't really know if it can be done."

The coordinator was able to maintain his rapport with the leader because he worked behind the scenes rather than openly. He was able to get the proposed project into public view where the committee and community could watch and wait for developments. The project could not be dropped without unfavorable public reaction. The coordinator did not confront the leader privately regarding a project proposal because he felt that in doing so it could then be more easily rejected.

Conclusion. The strategy used by the coordinator for committee-type change called for the following steps:

1. Gaining acceptance as a trusted member of the committee.

2. Establish a goal for the committee which would be of value to the community and could be achieved by the committee.

3. Building up the expectations of the committee members outside the meeting by keeping them fully informed, thereby making it difficult for the leader to defeat the idea.

4. Creating a strain between the committee members and the leader.

5. Maintaining the enthusiasm of the committee members over an extended period of time. This finally forced the committee leader to accept the new goal.

Organizational Stress and the Forced Change Strategy

When "voluntary" change takes place, new patterns are established before old patterns are disrupted. The changes that take place are planned in advance and are oriented to a goal that has been voluntarily adopted by the organization. The coordinator must work from within the organization as a "linked" member. He tries to control, or influence, the direction of change.

When the coordinator uses the "forced" change approach, he does not work from within the target system as a "linked" member. He usually has no control over the direction of change and old patterns are disrupted before new patterns can be established. For purposes of discussion, we shall refer to the target agency that was subjected to forced change as the "Department of Public Functions."* The target agency has an agency-type organizational structure.

Injection of stress into the organization. So far in the study we have seen the coordinator inject stress between the target agency director and the supervisor, and between a governing committee and its leader. In the following case he injects stress between the public at large and the target agency.

"The target agency wasn't providing the services that the community needed," reported the coordinator. "They could have been doing a lot more." The coordinator had no specific goal in mind for the target agency; he felt that anything new would be an improvement on what they already had. During a speech the coordinator was giving to a group at the local high school, he told the audience that he felt the Department of Public Functions was not providing the services to the community it should. He went on to list several areas that were suffering due to lack of attention. "The people got very excited over that," the coordinator said. "The newspapers picked up the story and the whole community then got excited."

---

*This title is a pseudonyn for an organization in Sandoval County. The true name of the organization is not reported because this discussion has several implied criticisms of the organization and it was not the evaluators' purpose to evaluate openly all of the organizations with which the coordinator had contact.

According to the coordinator, "This stirred up a kind of revolution in the (Department of Public Functions). The director of the agency and his supervisor came to see me about what I'd said. Nothing would have happened if I hadn't said something." What he had done was to create a strain between the public at large and the target organization. This strain was the result of a new expectation held by the public that the target agency should extend its activities to cover deficiencies pointed out by the coordinator. The community was now defining the task of the target agency differently than the target agency had been defining its task.

Because the deficiencies were made public, the target agency was forced to make some policy changes in order to reduce the public pressures. The policy changes brought new services to the community that hadn't existed until that time. The new services did not stop when the public clamor subsided. The director of the target agency said, "Everything he (the coordinator) said wasn't exactly so, and it upset a lot of people in our department. Several new things did come out of it, though."

Systemic Linkages and Organizational Change

The first major hurdle for the coordinator in the change process is to get an organization to accept a secondary mission (War-on-Poverty program). An analysis has been presented as to how the coordinator sometimes injects stress into the target organization to accomplish this. The second step is writing the proposal or contributing ideas for a proposal, and the coordinator usually contributes heavily to this task. Another major hurdle is getting the proposal funded, and this requires the establishment of systemic linkages. Systemic linkages may be thought of as a bridge over which two or more organizations can interact. Without linkage the organizations are isolated from each other.

The role of the coordinator contains certain ingredients which facilitate his establishing systemic linkages between organizations. The ingredients are: (1) information, (2) legitimization to cross system boundaries without approval from higher authority, and (3) firm understanding of federal and state bureaucracies.

Earlier in this study forces were identified which tended to retard organizations in their attempts to contribute to the socioeconomic development of the county. One of these forces was identified as the policy established by federal and state agencies designed to control the activities of the county level organizations. The control process does not permit the county level organization to interact directly with organizations outside the county. A second retarding force was that no occupational role in the county had a high enough status that the

incumbent could contact and influence high-ranking officials in state and federal government.

Organizations in Sandoval County conduct their primary missions from year to year utilizing the same well-established systemic linkages. Inputs coming into the organizations tend to follow unchanging patterns as long as they satisfy the needs of the organization. As long as the agencies did not adopt additional or alternative missions they could ignore social needs that did not fall within their primary missions.

Lack of linkage in the state. Once an organization has decided to sponsor an additional or alternative mission, a proposal, or data leading to a proposal, must be submitted. In the case of Manpower Development Training Act funds the Employment Security Commission is responsible for writing the proposal; but the Commission is eager to receive proposal data submitted by a prospective sponsoring agency. When a proposal is ready for submission to the funding agency it usually must be accompanied by letters of support from knowledgeable and influential people. A state official stated, "A proposal that can't demonstrate a lot of support doesn't have much chance."

Agencies that are trying to get proposals funded for the first time usually do not have the necessary contacts to get the required support. Their old interaction patterns (systemic linkage) never brought them into contact with the people who could supply the support. The coordinator made it his business to know the various leaders

in the county and the state who could lend prestige to the proposal by backing it. One agency director reported, "He (the coordinator) coordinates several agencies for us so that we can see them. Before this we always had a problem getting all the necessary people. He established working relationships for us with other agencies."

A typical letter of support solicited by the coordinator states:

> The New Mexico Commission on Indian Affairs is encouraged to know that the Bernalillo Board of Education is submitting an application for a grant to EDA for expansion of the present Vocational Complex.
>
> The Commission is most anxious to see that you receive this very worthwhile grant and supports your building programs for a vocational wing to house all adult vocational programs. It is our understanding that this will benefit those in need of further vocational training.

Lack of out-of-state linkage (information system). After the proposal is prepared, it is sent along with letters of support to the funding agency. At this point a dysfunctional force is at work which inhibits the county level agencies from taking actions which might assure the funding of their proposal. Parent federal and state agencies control the activities of county level organizations that are directed outside the county. To test this idea the evaluator asked several county level agency directors whether or not they could contact directly a regional or Washington office. They all gave negative answers. The coordinator answered the same question, "I can get in touch with those people any time I want to. I am personally acquainted with people in many of the Washington offices and can contact them on a person-to-person basis." This means that the county level agencies cannot establish necessary linkage which would result in the working relationship with the funding agency. Frequently the parent systems in the capitol are unwilling to pursue proposal approvals aggressively. On the other hand, the coordinator sees this as an important part of his role. "I try to do all I possibly can to see that they get funded," stated the coordinator, "That's part of my job." The coordinator undertakes those activities which the local target agencies cannot because of the controls placed on them by their parent systems.

There are three types of systemic linkage which have contributed to the funding of specific proposals:

1. The coordinator's contacts with United States senators and representatives who, in turn, contact the funding agency. The coordinator reported, "When I get to Washington I find out exactly who has the proposal on his desk and what his telephone number is. I then call a senator or representative and ask him to check on it for me."

2. The coordinator visits the funding office to check on the status of the proposal. His real intention is to "personalize" the proposal for the "reader" in hopes that it will stand out from all the rest.

The importance of this "personalization" of a proposal cannot be overstressed. An official of a Texas regional office came to Sandoval County to discuss a proposal. During the conference in the coordinator's office he made the following revealing comments: "As a federal agency develops, certain refinements take place as an awareness develops concerning the needs of different geographical areas of the United States. Initially, as grant requirements are specified, an awareness is not existing and often the (federal) requirements are by no means practical. With (our) department, it was soon realized that minimum requirements were rarely being met, if they were being met at all. Our department is beginning to learn that all communities are not the same. This process is a long one, often running into years."

The coordinator views his role as one of making sure the federal funding agency sees his community as unique. He is only able to do this because he is legitimized by the nature of his role to establish systemic linkages. Also, he is well enough known to have "entrance" into regional and Washington offices. No other person in Sandoval County, and possibly the state, can do this.

3. The coordinator invites federal officials to the county for an inspection of the local situation. An agency director stated, "He brought a federal official from the department of Commerce to see what our problems were." During that particular visit the coordinator carefully arranged for the official to see substandard homes, sick children, representatives of the Spanish-American and Indian poor. (The proposal was funded.)

A city planner who is familiar with the activities of the coordinator stated, "His (the coordinator's) greatest strength is the ability to cross agency boundaries in order to see who he wants to. By doing this he cuts through all the red tape that other agencies have to go through." Simply stated, he can set up direct systemic linkage, whereas the county level agencies cannot.

Systemic linkage and rejected proposals. The majority of proposals submitted by organizations in the county are either rejected or find themselves in some bureaucratic limbo from which they never are extracted. Such was the case with two health proposals written partially by the coordinator and submitted to the Office of Economic Opportunity. The first was turned down as being "impractical," and the second was rejected because "no funds were available." Negative responses tend to reinforce a feeling of helplessness and frustration that is exhibited by many local citizens who once had great hopes.

Comments by a citizen quoted in a local newspaper article demonstate the point:

> . . . when the War on Poverty Programs first were established, Jemez Springs was enthusiastic.
>
> That enthusiasm now has waned, dampened by red tape. "We came up with an idea for a new bath house and swimming pool," . . . (Under community action, task forces from each community are supposed to suggest specific programs suited to their community.) "We have met with almost everyone in the state of New Mexico on this," . . ., "but the idea was turned down. We were told different tales by different agencies. See this man! See that man! Delete this! Delete that!"
>
> "We went to these meetings because we thought it would help. Some lasted until two or three in the morning. But they all passed the buck. Everyone is avoiding statements they are not sure of, so no one is telling us anything specific. We have filled out papers, written letters and done what was asked. But we haven't received a thing yet."

Through the systemic linkage open to the coordinator and unavailable to local organizations, the coordinator can clarify many issues such as this before they develop by using his direct contact with Washington. Even when a proposal is rejected the coordinator can, and has, saved a project through the use of his systemic linkage.

Earlier in this study it was reported how the coordinator injected stress between the director of an agency type organization and his supervisor. Once the decision was made to seek federal funds for a secondary mission, the coordinator aided the agency in writing a proposal. When the proposal was submitted to the regional office, it was rejected. The coordinator said that the target agency director and the state supervisor made no attempt to follow through with the program. "They were willing to let it drop when it was rejected." When asked why they didn't try to press for another review of the proposal, the coordinator replied: "I don't think he (the supervisor) had the information, or understood the program well enough to fight for it. It was a new idea for them both, and they didn't know anything about training." There was a more fundamental reason for the response of the target agency director and the supervisor. The federal regional office that rejected the proposal was a parent office to the state office and the target agency. That is to say, their boss turned their proposal down. The director of the target agency and the supervisor felt it would be "imprudent" to try to buck a decision made by their regional director.

The case just described is not rare. Many projects, such as the OEO health proposal mentioned previously, die for the same reason. In the case under discussion the coordinator flew to the regional office in hopes of getting a second review of the proposal. The target agency director's only comment before he left was, "Just don't get into trouble."

The coordinator is the only person in the county whose role legitimized him to utilize this type of systemic linkage. At the regional office ". . . it was evident that they didn't understand the conditions in Sandoval County," the coordinator said. The coordinator was unable to convince the officer who had rejected the proposal. "I asked to see the top man, and he (the top man) thought that the proposal should be looked at again." Through the coordinator's efforts, an official of the regional office was sent to Sandoval County for a personal inspection. "The proposal was funded not long after that," the coordinator said. The important point is that the target agency director and the supervisor were unwilling to fight for the proposal after it had been rejected because that would have been a threat to their job security. The coordinator, through his use of a systemic linkage, was able to place himself between the regional office and the target agency director. No other person in Sandoval County has a role which would legitimize him to do this. The coordinator is using his position as a systemic linkage in an area where political pressures and governmental policies tend to maintain system boundaries. The task of the coordinator is to penetrate these boundaries.

Proposal Writing

Proposals are being sent to regional and Washington offices from all parts of the United States. These project proposals are in direct competition with each other for the scarce resource of federal funds. One experienced proposal writer told the observer, "Writing a proposal is an art; it takes a skilled man with a clear understanding of two situations: (1) the local need about which he is writing, and (2) the trends in Washington that happen to be popular at the moment."

A document from the Department of Housing and Urban Affairs points out the necessity of having skilled researchers, strong organizations, and skilled proposal writers at local levels.

> These federal assistance programs can accomplish their purpose only when they are based on a community's own plan of action through which both private and public local resources are used to eliminate and prevent slums and blight and to foster local development . . . . On the sound principle that certain forms of federal assistance can bring permanent benefits only to those communities that are making a real effort to help themselves, Congress has provided that these federal aids should go only to communities which are actively carrying out a locally adopted Workable Program which has been certified by the Department of Housing and Urban Development.

In an urban area skilled proposal writers can be found in a variety of places, e.g., (1) professors at universities often consider it part of their intellectual task to develop federal projects, (2) the city usually has a salaried city planner whose job specification calls for proposal writing, (3) large business firms have professional men who donate their skill and time in the belief that they can help their city develop, (4) a strong Chamber of Commerce and other civic organizations prepare proposals hoping to develop certain aspects of their city.

Sandoval County does not have skilled people outside the field of education who can write proposals. No universities exist in the county, no money is available to pay professionals to write proposals, and no city manager or city planner exists. No strong organizations such as the Chamber of Commerce can be found. No skilled businessmen from large companies donate their time and effort for proposal writing because no such organizations exist. In short, a lack of professional help exists throughout the county. Sandoval County did not have the skilled personnel who could compete with the proposal writers that could be found in urban areas.

One of the role requirements of the coordinator is that he be familiar with federal and state bureaucracies and that he be skilled in writing proposals. The Washington officials who selected the coordinator had anticipated that one of his major tasks would be to assist local organizations in writing proposals (or prepare the necessary material for a proposal). This means that he must provide expertise in upward communication.

The coordinator has had a hand in most of the project proposals that have come out of Sandoval County in the past three years. The following quote from a letter addressed to the coordinator from an official in the United States Department of the Interior helps make this point:

> On September 5, 1967, I talked to you about the proposed . . . special ACP project in Sandoval County which was submitted to the New Mexico ASC Committee for approval. The State Committee has given this project a tentative approval of $76,580 for cost shares under the ACP program, but final approval would be given after the determination of eligibility was received from the Washington office . . . . It was through the efforts of the Concerted Services Program in Sandoval County that the feed lot proposal was first initiated in March, 1966 . . . .

After the proposals are written, the coordinator then begins the task of helping to get them funded. This requires him to use systemic linkage and this process has been discussed in an earlier section.

New Organizational Patterns of Action

The first two sections of this chapter dealt with an identification of the dysfunctional forces that tend to prevent organizations from changing, and the effect on organizational patterns brought about by the coordinator's manipulation of the stress-strain, systemic linkage, and communication variables. The final section of the chapter will deal with the nature of the new organizational patterns of action which resulted from the change process.

The coordinator was instrumental in the decision-making process of the organizations when they decided to seek a secondary mission. After the decisions had been made to adopt a secondary mission, new functions were added to the organizations:

1. Staff had to be hired and trained to administer these new projects.
2. Policy had to be set governing the duties of the staff with respect to the new projects.
3. Authority had to be delegated to those in responsible positions.
4. Plans had to be drawn up for administering the new projects.
5. Equipment had to be acquired.

The coordinator was usually involved in helping the target agencies make many of the changes. One target agency director told the evaluator, "He (the coordinator) knows a great deal about training, and he helped us prepare our plans." An educator told the evaluator, "He was able to 'freeze' equipment in government agencies in various parts of the United States. This enables us to take action in acquiring equipment for our program." An agency director said, "The coordinator helped us locate some good instructors to conduct our training program. He worked with them even after the training program had started because they were weak in certain areas."

The point is that the old patterns of action no longer were adequate to deal with the processes involved in organizational systems. New patterns of action were established and perpetuated over time.

The agency-type organizations were in a state of change as they went through the process of establishing new patterns to deal with the new inputs, through-puts, and outputs, e.g., hiring and training administrative personnel, setting new policies to govern the new activities, and finding employment for the clients. If the patterns do not become established, the organizations may not continue their secondary missions and may voluntarily return to their old action patterns, but this has not happened in Sandoval County. The evaluator has identified six major reasons why this has not happened.

1. The federal funds have not been cut off for federal projects.
2. The target agency directors have become familiar with the sources in Washington that can provide information concerning new

federal monies, and how they can be utilized. One target agency director reported, "I find out all I can about the new developments; it's helped us in the past, and I'm sure it will help us in the future."

3. The systemic linkages originally established for the target agencies with federal and state organizations tend to turn into working relationships. It means that the coordinator need not continue to utilize his office as the "linking organization," and he can withdraw. The target agencies become directly linked with the federal or state agencies, and the coordinator is no longer needed as an intermediary.

4. The target agencies have learned the required state statutes, federal laws, labor codes, equipment requirements. The target agencies have acquired their own expertise. An agency director told the evaluator, "In the beginning I didn't know anything about labor codes and building requirements. The coordinator helped us a lot with them. We have administered the program for some time now, and I knew my way around in the early days."

5. The target agencies have learned to interpret federal requirements and can write their own proposals without the assistance of the coordinator.

6. Different attitudes are exhibited by the target agency directors and staff members. These positive attitudes are very noticeable to anyone who has seen some of the projects develop from the beginning. In the beginning, the evaluator often noted concern, and at times skepticism, over the chances of a new project being successful. "At the start

we weren't sure how the project would work out," the agency director said. "Now we think we've got something that's doing a lot to help many people earn a good living for themselves and their families. Some of these people have never had a job in their life."

Another indication of how a target agency has adjusted to its new action patterns can be seen in the case of the agency that has been informed that their federal funds would soon be cut off. "We applied for, and received, several extensions," the director said, "but that can't last forever. We are now trying to get the state to continue the program with state funds when we lose the federal backing."

Committee-Type Organizations and the New Action Patterns

Committee-type organizations that have acquired new action patterns have developed additional inputs, through-puts, and outputs. The membership, as the agency-type organization, became familiar with the information sources that benefit them. They also are able to develop the systemic linkage into working relationships without the coordinator acting as an intermediary. A series of successful experiences, mixed with a liberal dosage of failures, has created an enthusiasm that is a noticeable change.

The committee-type organizations will only be able to maintain their new level of inputs as long as the coordinator is active in resolving their lateral community level communication problems. Indications supporting this belief are:

1. When the coordinator's secretaries were not present to take minutes at several meetings, usually minutes were not taken.

2. When secretaries didn't prepare certain letters for organizations, the letters weren't sent out.

3. When the coordinator's staff didn't remind members that meetings were coming up soon, quorums were sometimes not present. "We have to remind the members," the coordinator said, "or they don't show up."

4. If the coordinator didn't make stationery or franked envelopes available, no correspondence could be sent out.

Although these organizations may have acquired a new stock in knowledge, they need other resources which are complementary to the new knowledge if the new knowledge is to be used productively. That is, new action patterns can be maintained in community-type organizations only as long as the office of the coordinator is providing certain communication services. Until these organizations are available to acquire some sort of financial support, they will not be able to maintain their new action patterns without the aid of the coordinator.

Summary

The evaluation team contends that the following forces contribute to the resistance of development projects and processes in Sandoval County:

1. A reluctance to take on a secondary mission which may end in an unfavorable evaluation, resulting in a threat to job security.

2. A lack of expectations, or directives, on the part of parent organizations that county-level organizations should try to get federal funds for project development.

3. A feeling on the part of county-level organizations that the administration of federal projects will only mean extra work and a diversion of time from their primary missions.

4. Gaps in the federal and state government's communication networks which prevent county-level organizations from finding out about available project money.

5. Federal and state policies controlling the upward communication of county-level organizations.

6. A lack of leaders with high status who have access to high-ranking government officials.

7. The high social system boundaries that have been erected by the Indians.

The evaluator identified several organizations which had been maintained in a state of non-activity simply because they were unaware that certain federal funds were available for projects that they could qualify for. This meant that no new inputs were coming into the system and the traditional patterns of action were being maintained. These organizations knew that the money existed; they were often unaware of exactly how it could be used in their situation. In cases such as these the task of the coordinator was one of locating specific information and explaining it to the target agency. Based on the new information, the target agency was able to make its own decision on accepting a secondary mission without the coordinator having to manipulate them into making it.

The coordinator's basic source of information was, generally speaking, unavailable to local target agencies. This was because the governments' communication network usually terminated in the major cities of New Mexico. The coordinator did not have to depend on the regularly established network, but could go directly to sources in Washington. The coordinator also received valuable information by systematically reading legislation concerning federal monies. This is not a usual practice among directors of target agencies.

Another major communication problem existed at the county level. Local committee-type organizations were hindered in their activities because they could not communicate between meetings with their own members. They also had difficulty communicating with other organizations, as well as the general population of the county. This was because the committee-type organizations lacked financial resources to hire secretaries, buy stamps, reimburse travel expenses and long distance phone calls. The coordinator was able partially to resolve the problem by using his own resources, e.g., secretaries to write letters, franked envelopes for correspondence, etc.

Another major contribution made by the coordinator was in the area of upward communication. In order for an agency-type organization to adopt a secondary mission it must have a project proposal funded. Writing proposals requires a skill which few people possess. In Sandoval County the coordinator has been able to contribute substantially in the area of proposal writing, thus permitting the county to compete more vigorously with urban areas for scarce federal funds.

Organizational change takes place as the organizations make certain internal structural and functional adjustments in order to support new inputs, through-puts, and outputs. In the case of agency-type organizations in Sandoval County, this means: (1) setting new policy, (2) delegating authority, (3) hiring and training of new staff members, (4) planning for the new activities, (5) acquiring equipment.

The new action patterns must be maintained over time or the organizations will return to their old action patterns. The organizations have established certain interaction patterns for themselves that had previously been initiated and maintained by the coordinator. The organizations have also developed certain skills that they previously lacked:

1. The agencies are now familiar with information sources in Washington and the regional offices, and can seek their own information without the aid of the coordinator.

2. Agencies have turned the systemic linkages established by the coordinator into their own working relationships.

3. The agencies have learned the laws, labor codes, and the like, that affect their new projects.

4. The agencies have learned the technique of writing their own proposals.

5. The target agency directors and their staffs have become very positive in their attitude regarding the value of federally sponsored projects.

The prospects are not so bright for the committee-type organizations to maintain the new action patterns over time. It is believed that the new patterns will continue only as long as their coordinator provides the means for adequate communication to take place. The organizations have not found a way to substitute their own resources for the assistance provided by the coordinator.

INPUT EVALUATION

Since the primary requirement for the poor of Sandoval County is a job which fosters self-respect, manpower training activities occupied much of the interest and energy of the coordinator. Unfortunately, there is little industry or agriculture in the county capable of providing substantive employment even for the modest population residing in the area. The nearby city of Albuquerque provides more employment; however, requirements for job training and education are high. The residents of Sandoval County are largely rural and Pueblo peoples, who have little urban sophistication and limited vocational training. In addition, cultural backgrounds and a paucity of the more fundamental language and social requirements hinder the ability to acquire urban jobs. Therefore, the coordinator tended to concentrate on programs promising training which might lead to employment while striving concurrently to encourage development and rejuvenation of community machinery for the solicitation of those enterprises which could increase future employment opportunity.

When a manpower program is listed as taking place in a certain county, it does not mean that all the trainees are residents of that county. Individuals from all parts of the state could have been referred for training to the specific project. According to a representative of the Employment Security Commission, "It is safe to assume that the majority of trainees came from the county where the program was conducted." The exception to this is Sandoval County where accurate records are kept.

Table VII shows a breakdown of the courses available for unemployd residents of Sandoval County and compares the emphasis of the MDTA training throughout the poorer New Mexico counties.

TABLE VII

MDTA/RAR Training
October 1, 1965 to June 30, 1968

Training Site	Course Title	Date Started	Date Completed	Number Enrolled
Espanola (Rio Arriba)	Clerk-Stenographer	2-14-66	9-24-66	22
Espanola	Barber	12-19-66	7-8-67	16
Espanola	Stenographer	5-8-67	12-23-67	25
Espanola	Barber Apprentice (Pre. Job)	9-13-65	6-11-66	15
Espanola	Auto Mechanic	10-31-66	10-27-67	1
Espanola	Beauty Operator	4-18-66	1-28-67	26
Espanola	Multi-Occupation	8-17-67		21
Espanola	Multi-Occupation	8-28-67		4
Espanola	Barber	11-6-67	7-12-68	10
			TOTAL	140
Taos	Auto Mechanic	2-14-67	10-24-67	1
Taos	Multi-Occupational	8-17-67		3
			TOTAL	4
	SANDOVAL COUNTY			
Albuquerque	Multi-Occupational (MDTA)			34
Sandoval County	Multi-Occupation (RAR)			45
Sandoval County	Heavy Equipment (RAR)			48
Santa Fe	Licensed Practical Nurse (MDTA)			15
Farmington	Stenographer (MDTA)			1
Albuquerque	Draftsman (MDTA)			2
Roswell	Electric Mechanic (MDTA)			1
El Rito	Barber (RAR)			4
El Rito	Stenographer			1
Santa Fe	Beautician			1
Santa Fe	General Office			1
Albuquerque	Beautician (RAR)			1
Sandoval County	Small Engine Mechanic (RAR)			13
	Electrical Appliance Serviceman			2
	Individual Referral for Persons over 45 (RAR)			2
			TOTAL	171

When an official of the Employment Security Commission was asked why Rio Arriba County (Espanola) and Sandoval County had had so many trainees in programs, he replied, "Espanola has a branch of the State Employment Bureau, and they get out and hustle. They try to get as many of their local people referred into training programs as possible. The same thing happens in Sandoval County only Concerted Services does the work . . . . They (Concerted Services) flood me with referrals when a new program is about to begin." The data suggest that the practice of referring individuals to training programs makes a valuable addition to the number of people receiving training in Sandoval County. This indicates the influence that CSTE had in placing individuals from Sandoval County in training projects.

Another indication of the influence that Concerted Services had on training can be found in the use of Title V funds in the State of New Mexico. With the exception of Bernalillo County, Sandoval County has been able to train more clients using Title V money than any other county in the state. See Appendix II for a table summarizing participation in Work Experience Programs.

These data have special significance because, as the very active director of the Department of Welfare in Sandoval County has stated, "Without (the coordinator) we wouldn't have had a (functioning) Title V (Work Experience) program."

Projects Involving Concerted Services

Although the evaluation report does not allege that Concerted Services was solely responsible for the development of the following projects, discussions with school officials, agency directors, government officials, and local citizens led to the conclusion that Concerted Services provided assistance at some point in the development of each of these projects. In some cases the projects could have developed, but not as quickly or as smoothly.

1. High school vocational program (Vocational Act of 1963)
   Bernalillo Public Schools, Bernalillo, New Mexico.
2. Vocational Complex (Elementary and Secondary Education Act of 1965 ($121,980); and Economic Development Administration $279,000) - (Funded but not constructed)
   Bernalillo Public Schools, Bernalillo, New Mexico.
3. Title V Program (Office of Economic Opportunity Act of 1964)
   Sandoval County Department of Public Welfare,
   Bernalillo, New Mexico.
4. Adult Basic Education.
   (a) Classes for Title V and Beautification Project trainees under Title II-B, OEO
   (b) Home Education Livelihood Program, New Mexico Council of Churches
5. Housing Authority, Workable Program, Citizens Advisory Committee, Bernalillo Recreation and Community Center Committee, Town of Bernalillo.
6. Cementing of Ditches, ASCS, USDA (increased cost-share phase).
7. Initial Contact with GSA on the Steel Buildings from Los Alamos for Community Center - Sandoval County CAP, Bernalillo, New Mexico.
8. Heavy Equipment School in Bernalillo for 48 students in coordination with the Employment Security Commission, State Vocational Education Office, Bernalillo Public Schools, Bernalillo, New Mexico.

9. **Students in Training under MDTA and RAR programs in Bernalillo, Technical Vocational Institute, Farmington, El Rito, Santa Fe, Roswell, in coordination with the Employment Security Commission, State Vocational Education Office, Bernalillo Public Schools.**

10. **Smaller Communities Survey in Sandoval County conducted by the Employment Security Commission which resulted in the compilation of Report of Selected Characteristics and the Manpower Resource Report.**

11. **Updating of OEDP Progress Report for Sandoval County in 1967 enabling Sandoval County to continue as an EDA county (depressed area).**

12. **Membership of Sandoval County in the North Central New Mexico Economic Development District as a result of reactivating the OEDP Committee into the EDA of Sandoval County.**

13. **Initial contacts with the Presbyterian Medical Services of the Southwest for proposed medical services for Sandoval County.**

14. **Assistance for VISTA workers with preparation of first proposal for the Sandia Vista Club.**

15. **Acquisition of heavy equipment through the National Manpower Division in Washington. (The MDTA Division of New Mexico had never made a request for the excess equipment due to the fact that the State Division was not aware of being eligible.) This was the first time that the National Office was aware that they could issue equipment. It set a precedent for acquiring equipment for more state MDTA program in the state.**

Health

Since the coordinator arrived in Sandoval County he has attempted to find some way of bringing medical aid to the northern part of the county. A medical clinic remains empty in the town of Cuba because for several years no doctor has been willing to go into this isolated area.

The coordinator contacted the Presbyterian Medical Services of the Southwest early in 1966 after learning that they were interested in identifying rural poor areas so they could establish comprehensive medical

centers. Mr. Harnish, Chief Administrator of the organization, reported, "I didn't know anything at all about the Cuba area until Gonzales contacted me."

A project proposal was submitted to Public Health Service, D/HEW for funds authorized by Subsection 314(e) (1) of the Public Health Service Act, Partnership for Health, as amended by P.L. 87-749, requesting funds for eight Comprehensive Medical Centers. The pending proposal stressed an entirely new concept in rural clinics. The clinics were referred to as "miniature Mayo Clinics" for rural areas. Some of the revolutionary features of the proposal included a telephone-television tie-up to the University of New Mexico Medical School, which provided specialized service to the local doctor; linkage to the State Department of Health; and ambulance and air service to fly doctors or patients in or out of remote areas.

Prior to completed action on the planned medical centers, the Presbyterian Medical Services was able to secure the services of a Catholic priest who began medical practice in Cuba, New Mexico, in June of 1968.

On February 26, 1968, the coordinator received a letter from the president of the Navajo Torreon Chapter House requesting a meeting with the Presbyterian Medical Services for the purpose of explaining the program and the implications it had for the Navajos in the area. The coordinator had previously informed the Navajo leader that such a meeting might benefit them. The coordinator made the necessary arrangements and on March 15, 1968, he introducted the speaker at the Navajo

Chapter House to approximately one-hundred-fifty Navajos. The coordinator was well known to the Indians because of his efforts in helping to bring adult education to their area.

Another service that the coordinator performed for the Indians was to set up an agreement by which the Indians in the area would not have to travel across the state to the Indian Hospital at Crown Point. The coordinator communicated with the Division of Indian Health, HEW, and requested that the director take steps toward providing a contractual arrangement for emergency care of the Navajos at the Cuba Health Center. The arrangement was set up and supposedly will take effect when a doctor arrives in Cuba.

Mr. Harnish of the Presbyterian Medical Services said, "There never was a situation where Gonzales wasn't able to produce what he said he would." Harnish is pleased with the type of coordination Gonzales is providing because, in his words, "To some people 'coordination' means 'domination,' and this hasn't been the case with Gonzales."

Some of the actions taken by the coordinator do not require tremendous skill and power politics, but awareness of what is happening in the state. A Health Planning Council was appointed by Governor Cargo which made it possible for the state to receive a $25,000 federal grant. The coordinator, upon hearing that such a council had been formed, immediately inquired if a member on the committee was from Sandoval County. When he found that no one from the county was on the council he mentioned the fact at a Technical Action Panel meeting and suggested they take some action to insure presentation from Sandoval County. A letter was sent to the Governor, and a new member was appointed to the council by him.

Three applications were submitted by the Economic Development Association of Sandoval County to the Sears Roebuck Foundation for a feasibility study for medical facilities for Cuba, Jemez Springs, and Bernalillo. The Cuba Medical Feasibility Study Survey has been completed and returned to the Association by the Sears Foundation.

A proposal was submitted by the Presbyterian Medical Services for a comprehensive health program in six northern New Mexico counties which included Sandoval County. The plan sought both U. S. Public Health Service and Office of Economic Opportunity funds to establish a series of health centers in the six counties. The proposal is pending in Washington.

Health programs being conducted in the county were: Mental Health Program; Health Plan Readiness; and coordinated efforts by the nursing staff of the Bernalillo Public Schools, County Health Department, and the Bureau of Indian Affairs.

The Sandoval County Health Department expanded health services and remodeled buildings. Prenatal, post partum and family-planning clinics are held every Friday in Bernalillo. Well-child clinics are held throughout Sandoval County with a pediatrician in the clinics at Bernalillo, Corrales, Jemez, Canyon, and Pena Blanca. The Health Department building now has expanded facilities through the generous efforts of the Sandoval County Commission which furnished money for materials, and the Title V, DPW, which provided the labor.

Bernalillo Vocational Complex

The Bernalillo Public Schools used $121,980 of Title I monies to construct the first phase of the vocational complex to house the high school vocational classes.

The Bernalillo Board of Education has applied for and accepted an Economic Development Administration Grant under the Public Works and Economic Development Act of 1965 in the amount of $279,000 to complete the vocational complex. The additional facility will house the adult vocational programs.

Soil Conservation Service (SCS)

The Soil Conservation Service has furnished technical assistance to the Jemez and Sandoval Soil and Water Conservation Districts. The major activities have been group irrigation projects which will benefit approximately one-hundred-thirty landowners in these districts. SCS student trainees and one Neighborhood Youth Center student have been employed in the SCS office.

The board of Supervisors of the Sandoval Soil and Water Conservation District has made application for a Sandia Watershed Project. The project will improve the economy of the communities from the Sandoval-Bernalillo county line to the San Felipe Pueblo plus the community of Placitas on the east.

The SCS Bernalillo Work Unit conservationist also serves as chairman of the Sandoval County Technical Action Panel. The Sandoval County

TAP has become a very active group and has entailed additional activities for the chairman.

Water and Sewer Systems

The communities of Cuba, San Ysidro, Bernalillo, Placitas, Canyon, Algodones, and Jemez Springs made plans, organized local groups, submitted proposals or applications for water and sewer systems for the respective communities.

A loan approved by Farmers Home Administration for $27,150 was made for the San Ysidro Mutual Water Consumers Association to expand the present water system to serve more of the residents of the village and to increase the water storage capacity. The Bernalillo Bosque Water Users Association also has a pending application with the Farmers Home Administration for a water system.

Recreation

The coordinator recognized that Sandoval County had a spirit and a morale. Before he arrived the morale of Bernalillo was low. Earning a living absorbed most of the townspeople's time; for recreation they were forced to turn toward Albuquerque. Those without funds for transporation had not had a source of organized recreation. The task of the coordinator was to find a way to capture the imagination of a large segment of the community and engage it in a project of self-help that would result in something the community could be proud of. Mayor Torres of the Town of Bernalillo made clear the need for recreation facilities when he said, "The Town of Bernalillo has no recreational facilities. The youth and adults of the area are dependent on outside resources for recreation. The youth rely on the schools for some type of recreation, and this is obtained only when school is in session. Other activities are pursued by having to commute eighteen miles into Albuquerque, New Mexico."

Starting with the idea that a need existed for recreation, the coordinator was able to locate nine Denver Steel Houses that could be made available to Sandoval County by the General Services Administration. Using this information to rally interest among state, federal and local agency directors, a mass meeting was called by the office of Concerted Services on July 24, 1967 for the purpose of organizing a committee for the development of a program in recreation. This meeting was attended by representatives of most county, state and federal officials working in the county as well as representatives of the private sector.

The plan that the CSTE coordinator unfolded was an ambitious plan which included buildings for the recreation center, land to be donated or purchased, a swimming pool, and a 14-acre lake. He declined the nomination to be chairman because he felt his task could best be served as an adviser rather than as an immediate director. In all, four committees were named: (1) Bernalillo Community and Recreation Center Committee; (2) Planning and Construction Committee; (3) Finance Committee; and (4) Pond Committee.

An attempt was made by Concerted Services at this point to marshal the resources of a maximum number of agencies. This would mean that expectations would be placed upon them, and they would feel pressures toward working in a concerted effort on the program. No single agency could have marshalled the technical skills and know-how brought to bear by the Recreation Committee.

One major task was to raise the $610 necessary to transport each of the houses from Los Alamos to their respective towns in Sandoval County where they would serve as community centers. The director of the local CAP organization provided leadership in this effort. Concerted Services aided in the task of raising money for the shipment of the house to Bernalillo. A Turkey Bingo was held on December 17, 1967, which raised $905; a Bazaar held on February 24 and 25, 1968, brought in $352; a raffle of a donated gas lamp brought $45; a basketball game between an OEO sponsored team and a CSTE team had over two hundred people attending, with a gate of $175. (The first house has recently been transported from Los Alamos to Bernalillo and the work of turning it into a community center is progressing rapidly.)

The coordinator coupled the idea of the Community Center with a request for 200 units of low-rent housing from the Housing and Urban Development Association. A meeting was called by Concerted Services on August 27, 1967, and eleven agency directors attended for the purpose of forming a housing authority. Filling out the necessary forms for the proposal and developing a working program required several months, and most of the burden fell on Concerted Services. At this point it could be argued that Concerted Services was allowing itself to do too much of the work. The Housing Committee was making the necessary decisions about what to do, but the actual doing wound up in the hands of a very capable staff member of Concerted Services. The argument of the coordinator was, "If we didn't do it, then it wouldn't get done." Perhaps this was the case, but in our judgment it is one of the several cases where Concerted Services may have accepted the workload too soon. Local leaders must learn how to implement the tasks themselves, or they will be totally dependent on Concerted Services.

The housing project is still being developed. On April 4, 1969 the Regional Officer from HUD attended a meeting in the office of Concerted Services in which he explained the next steps that must be followed by the community. Many more months will pass before Bernalillo is certified by HUD, but it is evident that the town is rising to meet the challenges that are being presented to them.

What started as an idea for a community center has now developed into an idea for a Bernalillo City Park. The following organizations are involved and are contributing to the effort:

Soil Conservation Service - provision of technical assistance for park and pond in landscaping and seeding.

State Game and Fish Dept. - stocking pond with fish.

New Mexico Timber Co. - lumber donations.

Title V, DPW - labor.

Mainstream Operation OEO - labor.

Forest Service - vigas (timbers for ceilings).

Concerted Services - agency coordination/meetings/reactivation of entire project/secretarial assistance.

Dept. of HUD - Senior citizens housing/low-renting housing/community center.

State Park & Rec. Com. - technical assistance.

State Engineer - water rights for pond.

GSA, Surplus Property - excess buildings for community centers.

ASCS - cost sharing.

Town of Bernalillo - supplies/appointed committees/other.

State HELP, OEO - information.

Veterans of Foreign Wars - fund raising effort.

Rotary Club - fund raising effort.

Senior Citizens Club - fund raising effort.

Catholic Daughters - fund raising effort.

Sheriffs Posse - fund raising effort.

Fire Department - fund raising effort.

Womans Club - fund raising effort.

High School Students - fund raising effort.

Junior High Students - fund raising effort.

Merchants - fund raising effort.

PTA - fund raising effort.

Economic Development Association

Society tends to recognize groups and numbers, especially if they are well-known. This fact is well understood by the coordinator and he has been effective in establishing or reactivating several organizations for the purpose of pursuing project funds, health goals, and the like.

The Sandoval County Area Redevelopment Association was a defunct organization which had not met since 1963. Even though it was no longer an active organization in 1965, Mr. Gonzales began a practice of contacting the chairman of the organization requesting that he endorse certain training projects which were being submitted for funding. In 1965 a letter was sent to Jose Ruiz, Chairman of the Board of County Commissioners, Sandoval County. The letter was sent by the Assistant Secretary and Director of Economic Development, Department of Commerce. The letter said, in short, that Sandoval County was statistically qualified under the Public Works and Economic Development Act of 1965 (Public Law 89-136) for designation as a redevelopment area. Before Sandoval County could be officially designated as a depressed area an Overall Economic Development Program had to be presented.

Mr. Gonzales read this letter and took action to reorganize Sandoval County Area Redevelopment Association into a progressive organization. Sandoval County was designated as a redevelopment area and became eligible to receive Economic Development Association funds. In May, 1967, a meeting was called by Concerted Services for the purpose of reorganizing the Sandoval County Area Redevelopment Association. Letters were sent out by Concerted Services under the name of the chairman of that organization. In attendance were: Chairman of the Redevelopment Association, the All-Indian Pueblo Council representative, Federal Sand and Realty Company, County Commissioner, Jemez Mountains Electric Cooperative, Inc., County Director of the Department of Welfare, Title V Director, County Health nurse, the Aging American Program Director, Cuba Public Schools representative, Sandoval County CAP Director, City Council member, OEO Board President, Extension Service, representative from the Employment Security Commission, Concerted Services Coordinator, Secretary of Concerted Services. The minutes report a statement by David Dale to the effect that the Federal Area Redevelopment Association no longer exists and has been replaced by the Economic Development Association (EDA). It is interesting to note that the individual who was elected President of the reorganized organization had been personally invited by Henry Gonzales to attend this meeting. The new President's leadership has been a primary force in effective activity of that organization. During the election of officers the following incident is recorded in the minutes: "Fred Abousleman added further in his motion to name Henry A. Gonzales (who volunteered secretarial help from his staff) advisor and consultant to the committee. Phillip Gonzales seconded this motion, which carried unanimously." The fact that Mr. Henry Gonzales was placed in the position of advisor and consultant suggests the confidence that is placed in him by the members present at the committee meeting. It is also consistent with his role of not accepting official leadership positions, but only acting in an advisory capacity.

In the minutes of June 8, 1967, "Fred Abousleman motioned that Henry A. Gonzales and his secretary be authorized to assist the chairman and the secretary to update the OEDP report which will be inspected by Chairman Dale and Secretary Louise Brown." This incident points out the important function Concerted Services was serving in its performance of those mundane tasks of doing work that made it possible for EDA to continue operating smoothly and efficiently.

Mr. David E. Dale, Chairman of the EDA Committee of Sandoval County, listed a number of projects his association is concerned with in relation to economic development in Sandoval County. They were, as of September 1967: the activities in cooperation with the Federation of Rocky Mountain States, a survey being made by Ray Chambers of the watersheds in eight counties of the North-Central New Mexico Economic Development District, the proposed Sandia Pueblo Industrial Park on which the Garrett Business Machines Corporation possibly will be established, and the Community Economic Development Assistance Program sponsored by the University of Albuquerque which will work to implement job-creating projects and help local businessmen. The reorganization of this committee is a prime example of how one man, such as the coordinator, can extend and expand activities in the area of business simply by developing an organization and trying to see that an effective leader is found to direct it.

The development of the Northwest Economic Development and Resources Organization is another example of how local leadership and local participation can be developed. On February 3, 1968, the committee organized itself. Its purpose was to become a pressure group in an attempt to block the construction of a super highway between Albuquerque and Farmington, which is located at the northwest part of the state. The highway would bypass the areas of Cuba, Jemez Springs, San Ysidro, and several others. Approximately 130 people were present at the meeting.

The Four Corners Development District is soon to be receiving federal money for the development of the Four Corners Area. It is similar to the Appalachian development area that is currently in operation. The people in attendance were vitally concerned that the economy would be disrupted by the construction of a bypass. Many people spoke of a conspiracy between certain individuals in the state who had interests in Albuquerque and Farmington. Most of the conversation concerned itself with how the Four Corners district could be blocked from implementing the super highway between Albuquerque and Farmington. When the coordinator was asked to speak, he suggested a new task for the organization which would give it a positive emphasis not a negative one. The coordinator suggested that the new organization analyze the needs that exist in Sandoval County and go before the Four Corners Development District with a plan for economic development. He contended that they should use the new committee for their own purposes instead of attempting to fight a Four Corners Development District. The positive approach of the coordinator left many people with the feeling that perhaps "some good could come from all this." His point of trying to work with the Four Corners Development District instead of directly fighting it suggests the importance of clear thinking when the emotions of a group are running high.

The organization that was formed out of the initial meeting is an example of the coordinator's strategy for focusing the attention of local citizens on a social need. The coordinator makes no attempt to control this type of meeting; he simply brings together "selected" individuals and presents them with a challenge that he believes they will respond to. It is consistent with the idea of the coordinator that his task is to aid organizations in getting a start, and then, if possible, withdraw.

Local involvement in development projects is vital if a community is going to actively pursue federal funding assistance. The evaluator observed several development committees that were organized around the prospects of receiving federal funds for a local development project. With the passing of time or when confronted with a major problem, interest usually lagged and eventually dropped off. One local businessman told the evaluator, "From time to time the (community) gets all excited about a new project. We have meeting after meeting, some lasting way into the night. Nothing seems to happen, and after awhile the whole thing is dropped. Why can't we stay with an idea, huh? I'm getting sick and tired of all this talking and no doing. If we don't intend to see some of these things work out, why do we start them in the first place?" Another community leader reported, "Every time we begin a new project the red tape involved seems to strangle us. When this happens, the enthusiasm wanes and everyone forgets all about it."

The task of maintaining "thrust," over time, behind a local development committee is a difficult but necessary task. Creating an organization has little meaning if the organization fails in its mission. The coordinator, therefore, feels that it is part of his task to provide "thrust" when and where the situation requires. A good example is the Housing Authority Committee that was inspired by Concerted Services for the purpose of acquiring federal funds from Housing and Urban Development. The federal funds were being requested to construct 200 low-rent housing units for the town of Bernalillo.

In order to qualify for the federal funds, a workable program must be submitted by the community and favorably approved by HUD. The community had worked for several months (and Concerted Services for two years) making the necessary studies and filling out the proper forms. When the proposal was finally submitted, it was rejected by HUD. The community was not sure if it could meet the specific requirements that HUD was demanding for certification

At this point the entire project might have been dropped, but the coordinator and his staff recognized the crisis period and called for a mass meeting of the influential local persons in an attempt to rekindle local enthusiasm. Eighty-one persons were personally invited by Concerted Services, and in attendance were representatives of the (1) Town Board of Trustees, (2) Town Planning Commission, (3) Bernalillo Recreation and Community Center Committee, (4) Citizens Advisory Committee, (5) Housing Authority, (6) Bernalillo Community Center Fund Raising Committee, and (7) Community Area and Development Institute. The mayor of Bernalillo chaired the meeting. The result of this meeting was a renewal of enthusiasm and a firm commitment on the part of the community that, as the mayor said, "We are going to see this through."

The point is that the coordinator recognized the project was at a point of crisis, and the meeting of March 25, 1968, successfully carried the project through the crisis. Although the Town of Bernalillo has not as yet received its low-rent housing funds, the project is still active.

Placement in Training Programs

One of the primary tasks of the coordinator is to place as many people as possible from Sandoval County into training programs. Many of these programs are conducted in Sandoval County, and most of the trainees are from the county. Many training programs are conducted in other parts of the state, and an objective of the coordinator is to get as many Sandoval County residents enrolled as possible. The coordinator stated, "Several times I've driven our people to a training site in my own car because they had no way to get there."

The office of Concerted Services keeps a ready file on those people who would like to enter training. The coordinator said, "Every once in a while we get a call from the Employment Security Commission saying that slots in a training program exist, and they need to be filled in a few days. We've had as few as three hours to get people into a program. We have names ready and have succeeded in getting a lot of our people trained simply by being prepared."

Placing Indians in training programs has been a special task of the coordinator. On July 8, 1968, the office of Concerted Services furnished the Chairman of the All-Pueblo Council the following report on the number of Indians trained in federally-financed programs since the arrival of Concerted Services. (See Table VIII)

TABLE VIII

INDIANS TRAINED OR IN TRAINING
July, 1968

	Indians Trained	Non-Indians Trained	Total Trained
MDTA/RAR Training Completed	32	94	126
Home Improvement Program	110	50	160
High School Vocational Education	450 (Approx.)	193(Approx.)	643
Home-Education Livelihood Program, Title II-A, EOA Basic Adult Education	293	143	436

	Indians in Training	Non-Indians in Training	Total in Training
Home Improvement Program	34	2	36

	Indian Homes Rejuvenated	Non-Indian Homes Rejuvenated	Total Homes Rejuvenated
Homes Rejuvenated	45	100	145

Job Placement

Finding work for clients after training has been completed is one of the more difficult tasks that the coordinator has had to face, and he lacked complete success. The problem of locating jobs is complicated by the cultural experiences of most of the clients. Indians often return to their pueblos or hogans after training and wait for someone to offer them a job. It is not part of their tradition to place themselves in the job market by going out in search of work.

Another complication is the lack of social and language skills of many Indians and Spanish-Americans. The lack of these skills is coupled with a desire to remain in the traditional home. Anyone, including the coordinator, who tries to help place trainees is faced with a difficult task. Despite these formidable problems, a majority of trainee graduates have been placed. The coordinator has contributed to the placement of many. The Director of the Department of Welfare reported, "He (the coordinator) has done a great deal to help our Title V graduates find work."

The evaluator believes that the coordinator places emphasis on placing clients in training programs over finding jobs for clients after training has been conducted. The coordinator cannot be faulted on this because the state supports intensive formal machinery for job placement. The task of attempting to place individual graduates could absorb most of his time.

Meetings Called

The coordinator is one of the few individuals in Sandoval County who is legitimized to call meetings on almost any subject of local importance. Since the coordinator arrived in Sandoval County in 1965, he has attempted to establish working relationships with ethnic, economic, political, educational, and civic groups. The evaluator knows of no other individual in the county who has established such an extensive network of working relationships at the federal, state, and county levels.

The working relationships are created and "cultivated" with a specific purpose in mind. An excellent example was a visit the coordinator paid an official at Farmers Home Administration. FHA provides several thousand dollars in loans to residents of Sandoval County every year. The coordinator discussed with the official certain economic problems of Sandoval County as well as the possibility of establishing a Concerted Services agency in another section of New Mexico. Something else resulted from that conversation which could be called a "feeling of goodwill" between the two men. They met, not because the situation demanded it, but because the coordinator felt that smooth working relationships required constant attention. The evaluator was present in several situations where the coordinator worked conscientiously toward establishing working relationships based on goodwill. The coordinator told the evaluator, "I always try to meet with people and groups whenever I can because you never know when it will pay off. People in Sandoval County and the state know that my only interest is helping the county develop. They know I will help them in every possible way, and I won't try to take recognition away from them."

The coordinator is able to use his network of working relationships when he wants to call meetings. The meetings are called usually for one of four reasons, namely: (1) to disseminate information, (2) to initiate a new project, (3) to resolve problems concerning old projects, and (4) to prepare a group of "economically deprived" residents for participation in a project.

An example of a meeting designed to disseminate information was held in the community of Cuba on February 15, 1967. The meeting was called by Concerted Services in conjunction with the mayor. The Concerted Services secretaries had sent letters, over the signature of the mayor, to leading citizens of Cuba interested in community health. Approximately twenty-five people were present to hear the Chief Administrator of the Presbyterian Medical Services discuss a proposed health project for the Cuba area.

A second type of meeting called by Concerted Services is designed to initiate a new community project. A letter written in July of 1968 from the mayor of Bernalillo addressed to a member of Congress typified this type of meeting. The letter says, in part:

> As you are aware from our recent conversations, a Community Center is under construction in Bernalillo. A great deal of interest and effort has been demonstrated by the people themselves, the various government agencies, organizations and clubs in raising funds to make this Community Center a reality and not only a dream. In a nutshell, I will summarize briefly all facets which started as a concept for a Community Center and later developed into an idea for a Bernalillo City Park.
>
> On July 24, 1967, the office of Concerted Services called a meeting of citizens to join forces to work toward the construction of a Center. Several committees were formed and as plans unfolded, a map was sketched (enclosed) by the Soil Conservation Service utilizing the land within the Town of Bernalillo limits consisting of 29 acres, including a 14-acre lake, which was acquired by the

> town by Warranty Deed from the Public Service Company of New Mexico in exchange for 25-year service franchise with use of land restricted to public recreational purposes. Two GSA steel buildings were procured for which funds had to be raised by the community in the sum of $1,461.50 to defray transporation costs from Los Alamos to Bernalillo. These two buildings are tentatively planned for a senior citizens clubhouse and a library. The actual labor on the construction of the Community Center measuring 40 x 60, is being done by the Title V Project trainees and the Mainstream Operation enrollees. They also were responsible for making the adobes. An application to the Department of Housing and Urban Development for 200 low-rent units is still pending, and it is hoped that we can obtain Federal monies to develop the pond for fishing and boating, as well as the swimming pool. If you will recall, our application to FHA for a $164,250 loan to build a swimming pool and recreation center never was approved.

A third type of meeting called by Concerted Services is designed to plan strategy for attacking problems that have arisen over projects which are in their developmental stage. For example, a March, 1968 meeting was called when Bernalillo's Workable Program was rejected by the regional office of Housing and Urban Development. Local enthusiasm was rekindled at a critical time, and a decision was made to comply with the recommendations of HUD and to resubmit the Workable Program.

The fourth type of meeting the coordinator frequently calls brings together a segment of the unorganized, economically-deprived segment of the county. The evaluator attended several meetings where Indians and/or Spanish-Americans gathered to hear about available services that were provided by state and federal officials.

An official of the Home Education Livelihood Program told the evaluator of the importance of working with someone who can bring together a large group of people. "He (the coordinator) helped us a lot by getting the Indians together where we could talk to them about adult basic education. He knew who to talk to and did an awful lot of leg work for us . . . . He organized the people in an area for us so that we could conduct our programs."

The evaluation team believes that the skill and hard work of the coordinator contributes greatly to the important function of bringing local people together so they can discuss their needs and work toward solutions. This accomplishment is related to the Concerted Services' objective of assisting in the development of local leadership and stimulating local involvement in the community development process.

Proposal Writing

Federal assistance designed to elevate the socio-economic base of culturally different and economically-depressed communities usually comes in response to a project proposal initiated by an organization at the county level. In some cases the proposal is prepared and submitted by an organization at the state level for a county or community. In the latter case the state-level organization responsible for preparing the proposal is usually very receptive to proposal ideas and relevant data coming from county-level organizations.

Local communities in isolated rural areas such as Cuba, Jemez Springs, and San Ysidro, are poorly organized and lack the necessary assistance to submit well-prepared and well-written project proposals. These communities have been generally ignored by the War on Poverty, although their economic need has qualified them for assistance.

The importance of planning for local development lacks meaning for many isolated communities. Their rural traditions do not include organized effort for local development. Concerted Services has been able to contribute to the socio-economic development of local communities by helping them write proposals and gather data for development projects.

The use of MDTA and RAR funds in Sandoval County before Concerted Services was limited. Because Sandoval County has been declared a depressed county, it has access to RAR funds through which most of their training projects have been financed. The reasons are numerous. Often the potential sponsoring agencies simply did not know that money was available for training purposes. The lack of information at the local level concerning potential sources of funds is one of the dysfunctional gaps filled by Concerted Services. Through the coordinator's Washington liaison, he receives the latest information on available monies. He is familiar with the appropriate laws which reveal sources of funds that can be, and have been, made available . . . . The Vocational Skills Complex Proposal, which has been approved (EDA funds) for $279,000, was a result of this practice.

Sponsoring agencies at the county level are usually reluctant to take on the task of manpower training. State level superiors usually do not request submission of proposals for funds. In the words of one agency director, "There are a lot of headaches with those manpower training programs, and damn few rewards."

The task of the coordinator became one of patiently "educating and gently pressing" a local agency to accept the responsibility. This required a sophisticated understanding of the program requirements, good timing, and strong rapport on the part of the coordinator, with respect to the potential sponsoring agency. In the words of a school administrator, "MDTA programs are hard to administer. Selling a program to the superintendent is very important, and I think Henry (the coordinator) really did this." Another school administrator reported, "Gonzales clued us in as to the possibility of doing manpower training."

A proposal was submitted by the Home Education Livelihood Program for adult education in a tri-county area. The coordinator assisted the HELP organization in writing the proposal. The Smaller Community Survey conducted by the Department of Labor indicated that over six hundred people wanted to take courses in basic education. The HELP organization was funded for $1,399,509 out of Title II-B of the EOA Act of 1964 for the purpose of providing adult basic education. The coordinator was able to get Sandoval County included in the project, which covered the tri-county area of Sandoval, Taos, and Mora. Of the total, $515,000 was earmarked to train 450 people from Sandoval County in adult education. A portion of that proposal is quoted to demonstrate how it falls within the framework of Concerted Services:

> The purpose of our request for a grant for these three counties is to initiate programs of instruction for individuals who have attained age 18 and whose inability to read and write

> the English language constitutes a substantial impairment of their ability to get or retain employment commensurate with their real abilities or to obtain training for such employment.

Mr. Gonzales was then contacted by the Tri-County Program Director of HELP requesting aid in contacting potential teachers to work in the program. The coordinator was able to provide substantial aid in locating the necessary teachers.*

Establishing Patterns of Communication

Communication weaknesses existed in Sandoval County before the arrival of Concerted Services because of a lack of established communication patterns (1) among organizations and (2) between organizations and residents of the county. Because regularly established communication patterns did not exist between agencies, the agencies tended to be isolated from each other. One leader told the evaluator, "We didn't know very much about what other agencies were doing in the county; it didn't seem very important at the time."

The coordinator helped initiate several local development organizations in Sandoval County; for example: Housing Authority, Recreation Committee and Manpower Advisory Committee. The function of these organizations was to pursue local development projects. However, another outcome was the establishment of a systematic and effective communication network.

---

*See Appendix III for a listing of committees and some of the other agencies with which CSTE has been involved.

Community leaders from all parts of the country made up the membership of the development committee. At a typical meeting, the members discussed development problems and potential solutions. One member reported on the meetings he attended. "I learned a lot about the county that I didn't know before. I didn't agree with all the decisions that were made, but at least some decisions were being made." The coordinator used these meetings as a means by which to supply information to community leaders. The coordinator reported, "I know the members are going to carry back to their local areas what I tell them in meetings."

For several months the evaluator observed the coordinator unobtrusively and systematically furnishing information to the agencies and local development organizations. At one meeting of the Technical Action Panel the coordinator distributed silently to each person in attendance, including the evaluator, a pamphlet entitled Para Los Impedidos (For The Handicapped), a pamphlet describing medical programs for the handicapped sponsored by the government. At various meetings the coordinator outlined programs sponsored by the Farmers Home Administration, Housing and Urban Development, and Bureau of Indian Affairs. The evaluator attended few meetings in Sandoval County when the coordinator did not inject some type of information.

Another means of distributing information used by the coordinator was through the "Quarterly Report of Concerted Services." The report, which outlined activities of a majority of influential organizations in the county, was circulated throughout the county, and included schools, Indian pueblos, community leaders and agency directors. The evaluator encountered few leaders in Sandoval County who did not receive the "Quarterly Report of Concerted Services." One health official told the evaluator, "I always get his (Quarterly Report). I think it is very informative, and I learn a lot about what some of the other people and groups are doing. He even puts news about my activities in it."

A major contribution made by Concerted Services is that it is a source of information. One local mayor told the evaluator, "The other day I wanted to find out how I could help one of our young boys get some rehabilitation training. He's a crippled boy. I called Henry (the coordinator), and he told me right off who to contact. Henry has always done that sort of thing for me. Whenever I need to know where I can get help, I call him; he's never failed me yet."

A businessman told the evaluator about the circumstances surrounding a loan he was trying to obtain. "I asked Henry, and he put me in contact with (an Albuquerque organization)." When the evaluator asked why he had sought the assistance of the coordinator, the man responded, "Because Henry knows who to see."

Concerted Services has attempted to place as many persons as possible in training programs. Reaching the individual who might want to participate in a training program is a difficult task because many live in remote areas. It is especially true with respect to Navajo Indians living in Sandoval County. A technique for distributing information regarding new training programs has been adopted for the isolated areas.

Information sheets are prepared in the office of Concerted Services and then distributed to high schools, mailbox holders, Indian pueblos, and to other local distribution centers likely to be visited by isolated residents. By this method of distribution, over one thousand information sheets were sent out during July of 1968 to announce an Apprentice Training Program (Figure 4).

The Search for Industry

A sawmill is the only industry in Sandoval County, and it provides limited, seasonal employment. The coordinator has devoted much time and effort in attempting to bring industry into the county. His efforts have not been successful. "Whenever I get word that a company is interested in coming to the county, I get in contact with them right away," the coordinator said. "I show them (industry officials) around the county and point out potential industrial sites." Unfortunately for the county, industry has looked elsewhere for a place to settle.

On July 16, 1968, the townspeople of Bernalillo took a major step in their efforts to bring industry into the county. The mayor of Bernalillo chaired a meeting of local businessmen and leaders which resulted in the establishing of a Development Corporation. The minutes of the meeting (which were taken by a Concerted Services secretary) stated, in part, "Mayor Torres emphasized the fact that it was up to the people in the Town of Bernalillo to form an Industrial Commission in order to bring industry to Bernalillo. 'We are in a better position to do this since we have the assistance of the Community Action Program, the Concerted Services, and the University of Albuquerque.'"

As a result of these activities by the Development Corporation in Sandoval County, a group effort rather than an individual effort will be made. The newly formed Development Corporation supports the argument that the strategy of Concerted Services for local development is making a contribution. The fact is demonstrated, not because the coordinator greatly contributed to the organizing stage of the Development Corporation, but because the coordinator had little to do with its formation. In the past the coordinator has always had to take the initiative and draw the local residents into formal development organizations. He has had to initiate ideas and create organizations around them. The formation of the Development Corporation was an outgrowth of local leaders recognizing a local need. The community residents responded to their own leaders on their own initiative.

The authors believe that the communities in Sandoval County are beginning to realize that they can help themselves improve their own socio-economic levels. The activities of Concerted Services for the past three years are, at least partially, responsible for the new enthusiasm demonstrated by local residents. The Industrial Commission minutes of July 16, 1968 report that the mayor stated, "'I would like the business people and leaders of Bernalillo to get behind this program.' At this point all the attendance stood up, indicating their full support."

The coordinator has been very active in trying to insure the success of the Bernalillo Development Corporation. The role of the coordinator has been one of liaison between the Development Corporation and federal and state agencies. An objective of the Development Corporation is to provide local employees for any new industries which can be induced to locate in Sandoval County. Another role of the coordinator is to establish the machinery for training local residents for the newly available jobs.

In a document entitled, Procedure to Follow in Obtaining Manpower Training For Industry Wanting to Locate in Bernalillo, which was submitted to the Development Corporation, the coordinator outlined the steps that must be taken to insure manpower training for local residents.*

Concerted Services is providing invaluable expertise, the lack of which would retard the progressive steps that Bernalillo now wishes to take. The coordinator is providing expert advice on manpower training requirements and procedures. He is also using his vast knowledge of the intricate process of acquiring federal assistance for local development projects. It requires a working relationship with highly placed federal and state officials and a skill in developing operational plans for the implementation of a well thought out program.

---

*See Appendix IV.

PRODUCT EVALUATION

Data for this study were gathered in two ways. First, quantitative information was compiled using questionnaires, structured interviews, and pre-testing and post-testing of participants undergoing training. Second, a participant-observer strategy was developed by the evaluator which permitted the day-to-day gathering of data from which emerged patterns of stress and change.

Since quantitative analysis focuses upon relationships by exploratory questions, it was found difficult to relate questionnaires administered early in the program to changing designs as the study progressed. The participant-observer approach proved superior for purposes of the study and produced insights within the county-state-federal system that were unobtainable by the use of quantitatively compiled material.

Quantitative material from the 225 questionnaires administered to Trainee Graduates provided background material. The material gathered was compared with resultant data administered to a control group carefully selected as representative of typical graduates from MDTA courses and provided factual supplemental material which was used throughout the study.

Structured interviews were administered by trained interviewers in Spanish, Indian or English to over 100 community leaders and key personnel. In addition, 12 of the Pueblo Governors were given a structured interview to derive explicit opinions regarding the community, the county and Concerted Services.

Three Cases of CSTE Involvement

Three specific examples verify the value of a Concerted Services function in the communities of Sandoval County. These are: the Heavy Equipment Operator Training Program; the Cement Ditching Project, and the Title V, Building Trades Program. While it is recognized that the projects are of benefit primarily to the kinds of poverty found in the Southwest, there is a firm foundation of operations and rationale that can be paralleled in other geographic and cultural settings.

Heavy Equipment Operator Project

The Heavy Equipment Operators' Training School is an example of how the agency of Concerted Services can develop, organize, and initiate a plan for manpower training. The Heavy Equipment Operators' School is also an example of how a program was born in controversy and died in confusion.

The idea for developing this school was based on an agreement between the Corps of Engineers and the Indians. Because the Cochiti Dam project was to be built on Indian land, the Corps of Engineers agreed that they would hire Indians "if qualified" to work on the project. The task of the coordinator was to find a way to train the Indians.

The coordinator reported, "I tried to get the support of several influential organizations behind the idea in hopes that their recommendations would help see it through." A few examples will demonstrate the support that local people and organizations were willing to give. A letter from the Bernalillo Rotary Club, addressed to the coordinator, stated:

> This is to inform you of the interest generated through Rotary by the prospective contracts to be let out at the Cochiti Dam spillway which will total at an estimate of fifty-eight million dollars when the project is completed. It is this type of project and many others that arouses our interest in the great need for a heavy equipment school in this area. We are quite aware that through the Civil Rights Act, men and young boys who could qualify will be hired. However, we are quite positive that due to the lack of training, few of our local boys will qualify for these positions. We are asking you in behalf of all Rotarians in this county to exert whatever efforts you may be able to use in fostering any interest on the top level in your next trip to Washington to establish this very badly needed school in this county . . .
>
> As a pilot county, we are in a position to foster sympathy in ways to fight poverty. We are also concerned with the very high school dropout rate and we feel confident that at least in this area, some of our boys will experience success.

Another letter of support, which typifies the kind of backing received, came from the County Executive Advisory Group of Sandoval County. The letter was addressed to Concerted Services from the Advisory Group chairman:

> In the light of your report on the progress of your proposal for a Heavy Equipment Operators' Training School, I would like to relay to you the action of our committee on the matter. The committee went on record as strongly favoring the initiation of a Heavy Equipment Operators' Training School for Sandoval County. We feel that it is most urgent, in the light of the development of the Cochiti Dam Project, that this school begin without any delay.
>
> We, as the representative group of the industries, governmental agencies, and the people of Sandoval County,

> feel that we can voice a desire to implement the type of programs which will benefit the training and employment status of the citizens of our county.

The Sandoval County Economic Opportunity Corporation passed a Resolution stating its support of the proposed project. The coordinator also began a search for ideas on how the program could be conducted and where the training could take place. In a letter addressed to the coordinator from the Division of Vocational and Technical Education, Department of Health, Education, and Welfare, the following was reported:

> In response to a discussion we had a few days ago, I have inquired into the availability of training opportunities for heavy equipment operators. The most likely school to have on-going programs for manpower individual referrals is the Staples, Minnesota Vocational Training Center. You may also wish to inquire about a program in one of the Texas universities which is operated for vocational enrollees in this occupation.
>
> If it becomes apparent that training will be required in this occupational area, you may wish to call our Dallas Regional Office to request their assistance to work out detail arrangements.

The endorsement of the State MDTA Advisory Committee was critical to the future prospects of the proposed project. In January of 1966 the Chairman of the State MDTA Advisory Committee wrote to the coordinator, informing him of a meeting. The letter states in part:

> The purpose of this meeting is to consider further a proposal for the training of heavy equipment operators under the Manpower Development and Training Act. The Sandoval County Concerted Services Effort for Training and Education has suggested this training.

3

Frankly, one interest group supports this training and states:

> "There is a shortage of qualified-operators and on-the-job training is expensive and time consuming. Any pre-training provided by an intensive heavy equipment operators' training program would be helpful."

Another interest group does not favor this training and states:

> "There is a surplus of heavy equipment operators in New Mexico. We believe a training program to train more operators at this time would be a mockery and a false promise because we do not have employment for the already trained operators available."
>
> Contractors, union officials, and other interested persons are being interviewed to attend this meeting. It is requested that you attend and present your views and opinions of this training proposal.

These letters demonstrate the deep division and conflict that existed from the very beginning concerning the idea of a Heavy Equipment Operator's Training Program.

When the State MDTA Advisory Committee eventually gave its endorsement, the Heavy Equipment Operators' School was closer to becoming a reality. The State Chairman of Vocational Education was authorized to write the proposal, but a major portion of the proposal writing was assumed by the coordinator. "He knew how to do that type of thing," a local official said, "and we weren't sure." One state official told the coordinator, "Henry, that's an impossible task." Another official told him, "Henry, you're on your own. Write it up and fight your own battles."

When the proposal was completed it called for the training of 120 men. Five training sections were to be conducted consecutively under the sponsorship of the Bernalillo Public Schools at a training cost of $153,402.45. The project would be funded out of Section 241 of the Manpower Act (initially called the Rural Area Redevelopment Act.) The Department of Health, Education and Welfare administered the training funds, and the Department of Labor administered funds for subsistence allowances going to the men in training. The occupational title given was "Heavy Equipment Operator (Entry.)" The Department of Labor and HEW reviewed the proposal in Albuquerque and agreed to approve the project.

The coordinator then began the difficult task of locating and acquiring the necessary equipment for the project. An official of the local organization which did the training reported, "People always give excuses as to why projects can't be done. Henry did help a hell of a lot. He looked at projects in other parts of the country and found out how it could be done. He unraveled the little knots that existed in the agencies. He got the answers where we might have not got anything." Another local official stated, "He (the coordinator) reached across the country for us, locating the necessary equipment. He was able to 'freeze' it so we could get it shipped out here."

Another task of Concerted Services was to locate prospective candidates for training. Letters such as the one included here were sent to individuals who had indicated an interest in heavy equipment operation.

> Dear Sandoval County Resident:
>
> You have expressed an interest in taking training for Heavy Equipment operation: the course will be given in Bernalillo, and will possibly begin about August 1, under the regulations it will be necessary for each candidate who has not done so to take the Employment Services Aptitude Test to be considered for selection. The test requires about two and one-half hours.
>
> If you (1) are still interested, and (2) unemployed or (3) working only part-time, or (4) expect to be laid off before August 1, and are (5) willing to accept employment outside the county when training is completed, please report at the Coronado Building (Office of Concerted Services) in Bernalillo at nine A.M. on _______ _____________, 1966.
>
> If you do not report at this time, a later appointment will be made for you. If you are no longer interested or qualify for training, a prompt statement from you to that effect will be appreciated.

The Heavy Equipment Training Program was cancelled after only two of the five sections had been trained. A teletype message dated May 31, 1967, from the Dallas Bureau of Employment Services to the Executive Director of the New Mexico Employment Security Commission stated:

> Please inform New Mexico agency that Section 3 of Project (R) 6223 to train heavy equipment operators is to be cancelled because of the inadequate placement record of the first section. The second section now in progress may continue because it has only one week remaining.

A controversy developed out of the cancellation of the project. The reason for cancellation of the project has never been explained adequately to the satisfaction of many prominent and informed individuals in New Mexico. Most people agree that it was unfortunate that the first section finished training during the winter months, the time of year when heavy construction is at its lowest point. One state official reported, "The Heavy Equipment Project was one of the best projects we had. It was killed because the students graduated in December when they couldn't find work."

Conflicting reports went on record as to the number of people who were actually employed. A letter from the Superintendent of the Bernalillo Public Schools (where the training was conducted) to the Chief of Employment, Employment Security Commission of New Mexico, states:

> In reference to the telegram from Dallas received by your office to the effect that the third section of the MDTA Heavy Equipment Operators School is cancelled due to the low rate of placement of the first section graduates.
>
> It is true that as of March 18, 1967, only ten of the 23 graduates of the first section were employed, seven on related jobs, three on non-related. This reflects the inactivity of the construction business at that time.
>
> However, twenty out of 23 first section graduates are now employed and one of the remaining three is employed part-time as a fire-fighter. Of the 20, eighteen are employed in training-related jobs and two are self-employed. One of the two self-employed is marking time pending acceptance into Civil Service as an operator.
>
> Five members of the second section left school during the final month of training to accept employment, four in related work, one non-related. Prospects are good for placement of the sixth member immediately in a related job.
>
> In view of the above and assuming that the Dallas office was considering only the March 18 status, will you forward this information to the appropriate individuals in the Dallas office so that they may consider the situation on a current basis?

A letter written by an official of the Employment Security Commission in Albuquerque to the Bureau of Employment Security, U. S.

Department of Labor in Dallas, Texas, reports on a meeting of the New Mexico Manpower Advisory Committee. The letter describes a "heated discussion" that took place in the meeting, and concluded with the following statement:

> The committee (Manpower Advisory Committee) requested that a clarification of the reason for cancellation of the third section be sought. It was the consensus of the committee that, in all likelihood, other factors besides the one stated in the teletype message (i.e., inadequate placement record) were responsible for the decision. If this is the case, the committee would like to be furnished with those reasons. If there are no other reasons, the committee feels a study of current placement would reverse the decision to cancel the third section.

The program lost its last chance for a reprieve when an executive in the Employment Security Commission of New Mexico sent the following letter to a federal official. The letter states in part:

> Since notice of this cancellation was received, numerous studies have been conducted by various agencies, including our own. The results of a recent survey indicate that 13 trainees of 41 who completed training, were employed in training related employment and receiving wages of $1.56 to $4.15 per hour. At the same time there were 166 qualified workers registered on the out of work list at the Operating Engineers Union Local 953 in Albuquerque, including 16 of the 41 trainees who completed training in Sandoval County. On September 8, a review of local Employment Service office files, statewide, revealed one unfilled opening and 245 unemployed workers in the various Heavy Equipment Operator occupations . . . . These figures are all the more significant since we are now in the midst of the peak demand season for workers in these occupations. The Operating Engineers Union Local 953, the principal source for such workers with approximately 2600 registered, reports that in November 1966 there were about 250 on the out-of-work list, 350 to 400 in February 1967, and 196 in May 1967. The results of the studies force me, reluctantly, to

> the conclusion of the agreement with the assessment which led to the cancellation, due in part, to the existence of a large number of already trained and experienced workers in this occupation.

The coordinator contends that the list of names of unemployed heavy equipment operators which was provided by the union represented people who were not residents of New Mexico.

Part of the controversy is based on the interpretation of the word "entry" in the title "Heavy Equipment Operator (Entry)." A regional official who contributed to the cancellation of the project reported, "They were supposed to be qualified heavy equipment operators when they finished. That doesn't mean truck drivers or maintenance men. If we wanted truck drivers or maintenance men we would have trained them that way."

In contrast to the opinion of the regional official, an official of the Manpower Advisory Committee stated, "Our objective was to place the trainees into the construction business, and all were eventually placed after the training program was cancelled. We wanted them to grow into jobs of heavy equipment drivers, and we expected them initially to begin with lesser tasks of simply driving trucks or working for construction firms."

The objective of the evaluation team is not to enter into the controversy, but to determine the contribution made by the coordinator of Concerted Services in the development of a manpower program for the economically-depressed area of Sandoval County. The evaluation team believes that the manpower program would not have existed if it were not for the efforts of the coordinator. In the words of one local official, "It was his baby." The following steps were taken by the coordinator:

1. The gathering of organized support for his idea that the program (1) was feasible, (2) could be funded, and (3) would significantly contribute to the local economy by training the hardcore unemployed.

2. Writing the major part of the project proposal.

3. Locating the necessary training equipment by a nationwide search.

4. Contacting highly-placed Washington, regional, and state officials for information that would lead to the smooth planning and initiation of the project.

5. Aiding the graduates of the heavy equipment project to find employment.

Cement Ditching and Irrigation Project

Insufficient water is a major factor retarding the expansion and development of agricultural production in Sandoval County. Two-thirds of the county is semi-arid and barren, but it could be productive if an adequate system of irrigation could be developed.

When Concerted Services arrived in Sandoval County, the coordinator recognized that small unit farmers were not taking advantage of the Department of Agriculture's ACP (Agricultural Conservation Program) for construction of community irrigation systems. The lack of participation in the program was attributed to the fact that the farmers were unable to match the federal funds at a 50 - 50 ratio.

The coordinator successfully argued with the State Committee of the Agricultural Stabilization and Conservation Service (ASCS) that the cost sharing ratio should be changed. Now the ASCS provides 70%, the New Mexico State Engineers office provides 15%, and the individual farmer is responsible for only 15%. The New Mexico Interstate Stream Commission can loan the money to the farmers at 2½% interest over a 10-year period.

After the decision to change the matching fund ratio was made, the coordinator discussed with individual farmers the value of constructing cement irrigation ditches. Since then 19.46 miles of cement ditches have been constructed in the County. The director of ASCS in Sandoval County told the evaluator that, "Henry (the coordinator) was instrumental in getting the ditching program started out here. He helped get the matching fund ratio changed."

> As reported in an ASCS Newsletter: "The practices, in themselves, are not special. What is special is the fact that they are actually being accomplished. The farms served by these community irrigation systems are very small in size. Because the units are small, the farmers, prior to the inception of Special Projects were not able to participate under the regular ACP, which requires matching funds in order to accomplish the needed conservation."

Title V--Building Trades Program

Title V money has been utilized by the Department of Public Welfare in four separate categories: (1) Household Specialists,

(2) Park Maintenance, (3) Teacher Aides, and (4) Building Trades. The first three programs had varying degrees of success, due partially to a lack of available employment for trainee graduates. The program stressed the training of the aged, ill, and blind.

The evaluation team felt that the Building Trades Program had demonstrated successfully an approach to rural development that could be used as a model in other areas of high unemployment. "It was necessary to develop another type of program with a different type of client," Mrs. Brown, director of the Department of Public Welfare, said. "Along with Concerted Services and the state supervisor, we developed the idea of using unemployed parents. It was the first time this had been done in Sandoval County." The Smaller Communities Program, Manpower Research Report (1965), prepared by the Employment Security Commission of New Mexico, provided useful data to the Department of Welfare. "The survey was very valuable to us in locating unemployed parents for the program. It gave us support in justifying our proposal," Mrs. Brown reported.

> Henry (the coordinator) helped us to prepare the basic ideas that went into the proposal. He gave us a lot of support and valuable suggestions which we followed. I didn't know enough about construction and building codes at that time . . . Henry was very well acquainted with construction, and I was an amateur . . . . He helped give the unemployed parent program publicity . . . . If it had not been for Concerted Services, we would not have gotten the program . . . . My state office responded to the proposal because it was a Concerted Service program.

Under the Building Trades Program, the unemployed parents received training in carpentry, electricity, plumbing, painting, and plastering. The group receiving training consisted approximately of one-half Indian and one-half Spanish-American, many of whom were illiterate and had never been employed during their lifetime. "We have a Navajo who was formerly a trainee and is now one of our best instructors," the agency director reported. "When we took him into training, he didn't know anything--not even what a hammer was. He always had lived in a hogan. Now he is earning $200 a week. He is very well respected and he knows his job." Mr. Smith, the supervisor, said that, "The trainees are free to select the specific skill they want to learn, but we always try to discourage Navajos from becoming plumbers. They don't have plumbing in their hogans, so they wouldn't be able to do much for their own people."

The Building Trades Program is distinct from most types of training programs because it not only makes a contribution to the community, but also provides a valuable skill for clients. The actual training is conducted while performing repairs on houses of welfare clients. A maximum of $300 per house is available for materials. The owners of the houses are expected to participate in the remodeling, and their pride in the finished product would be obvious to anyone. Their yards are clean, the interiors of their homes are decorated and bright. According to the agency director, "We go just so far with Title V, and then the clients usually go farther. They paint their homes, they try to buy furniture, and they try to put on additions."

The Building Trades Program has another dimension which contributes to the educational development of the clients. Under the program, each client receives two hours of adult basic education each training day. The clients come from various parts of the county in order to participate in this program. The Department of Welfare director stated, "Through the efforts of Concerted Services, basic education is now given to Title V trainees. He (the coordinator) left no stone unturned . . . . Much of the activity of Concerted Services involves placement . . . . Concerted Services has been a great help to Title V and the food stamp program . . . . As a general rule Concerted Services is a very respected agency."

The benefits observed from the Building Trades Program have been manifold. Community morale, family dignity and neighborhood pride are but a few of the results. Perhaps that intangible and elusive product labeled "hope" is the most rewarding of the many effects observed.

One of the most interesting by-products of the home improvement program was the development of school attendance patterns which were manifested among children of unemployed family recipients of Building Trades assistance. A study by Trujillo,[3] using a sample of 110 high school age students and 90 adults, found that the attitudes of beneficiaries of the home renovation program changed significantly.

---

[3] Trujillo, Rupert. "Rural New Mexicans: Their Educational and Occupational Aspirations," Unpublished Dissertation, University of New Mexico, October 1968.

The findings supported a change in attitude by the offspring of participants in the program.

Probably the most noteworthy finding was the fact that students living in improved houses attended school more regularly than students from houses which had not been improved.

TABLE IX

ADJUSTED MEAN SCORES ON ATTITUDE TOWARD SCHOOL OF STUDENTS RESIDING WITH PARENTS WHOSE HOUSES WERE RENOVATED AND STUDENTS RESIDING WITH PARENTS WHOSE HOUSES WERE NOT RENOVATED

HOUSE IMPROVED STUDENTS	HOUSE NOT IMPROVED STUDENTS	DIFFERENCE
12.65	28.35	15.70*

*Statistically significant at .01 level

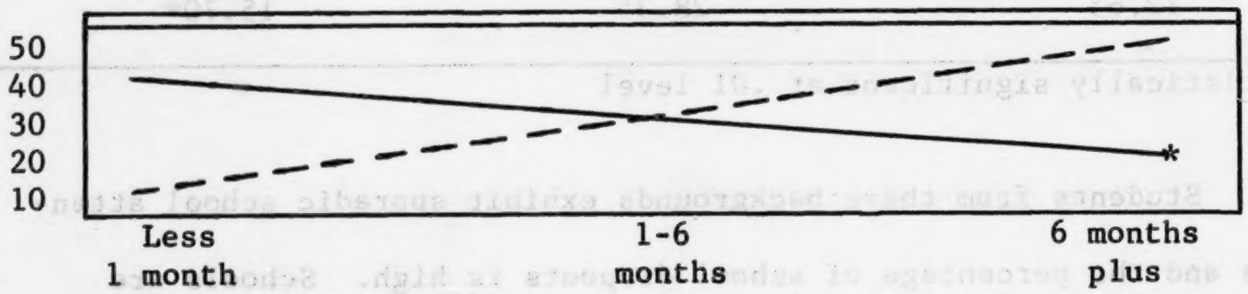
Students from these backgrounds exhibit sporadic school attendance and the percentage of school dropouts is high. Schools are called upon to educate and train students to fill adult roles; however, the schools can hardly fulfill their prime function if students attend school only on occasion and leave school at an early age. It appears, then, that changing physical environments has a bearing on students, schools, and communities.

In addition, a positive relation was found between improvement of housing and educational and occupational aspirations and work beliefs. These findings have implications for adult programs and education of youth from low socioeconomic backgrounds.

During the conduct of the study, it seemed that trainees' occupational aspirations declined as educational aspirations were rising. Utilizing a hypothesis that educational aspirations of adults who completed training increased as time passed while occupational aspirations lowered as time elapsed after completion of training, a study of the trainees was undertaken.

FIGURE 1

OCCUPATIONAL ASPIRATIONS OF TRAINEES OVER TIME



——Occupational aspirations
-----Educational aspirations

*The decrease in occupational aspirations is significant at the .01 level.

Results of a comparison between occupational and educational aspirations showed that training raised occupational aspirations of participants, but these aspirations were lowered as the individual faced the employment structure which discriminated against potential employees lacking a high school education or sufficient years of trade experience. The individual encountering these restrictions developed the idea that his economic progress was linked to further education--an idea that is very possibly true.

Percentages of trainee completions ranged from 43% (basic adult education) to 94% (heavy equipment operator). In most cases clients were dropped from training due to excessive absences. However, some clients dropped out to accept jobs before the training period ended.

Attitudinal Profile of Program Graduates

The Training Program graduates for the most part were Indians and Spanish-Americans. It must be remembered that these groups, besides living in poor conditions, are members of minority groups whose language and culture are different from the Anglo-American. While the questionnaire did not go in depth in regard to specific cultural variables it is assumed that the sample is representative of other Spanish-Americans or Indians within the area. The socio-cultural profile would not be significantly different except for the factor of poverty.

In this regard, a general pattern of anxiety for job placement was indicated even when conditions adverse to normal expectations would be present. For example, the sample indicated that the individuals would accept a job even if:

1. It meant working at night instead of day time.
2. They would have to leave their friends in the community.
3. They would have to give up their spare time.
4. They would have to work harder. (Probably interpreted as physical labor)
5. They would have to be away from the family.
6. Their families would have to move around.
7. They would have to keep quiet about their religious views.

The group, in most areas, was more willing to undergo the above mentioned hardships than those sampled from the pilot areas of Minnesota and Arkansas. Probably the most revealing item was the one dealing with maintaining silence/secrecy about their religious views. It was indicated by an overwhelming majority (75%) that they would remain silent about their religion in order to get a job. The percentages of favorable responses to this item by this group are almost twice as large as the responses of the other two samples (Minnesota and Arkansas). Religion generally is at the core of value systems. If these individuals are willing to be silent about their religion in order to get a job, the probabilities are that they would be willing to be silent about other aspects of their culture. More or less the same conclusions could be drawn from the items dealing with the family.

Another important factor that emerged in the profile of the sample was a general defeatist attitude. Ten percent of them thought they would be unemployed five years from now. Fifty-one percent felt that there was little use in writing to public officials (almost twice the amount responding in a similar manner from the other two samples). Over half of the group thought that "the lot of the average man was getting worse." The culmination of defeatism can be seen when thirty-one percent of the sample agreed that it is hardly fair to bring children into the world. (The individuals in this sample came from cultures where children are highly valued.) Over half of the group agreed that there is not much they can do about the most important problems they are facing.

Finally, regarding social distance, the traditional pattern of ethnocentrism and having the majority group as the reference group was maintained. No specific pattern of discrimination was detected.

However, the least social distance was allocated to the ethnic group of the respondents and the second place given to the Anglo-American majority group.

New Patterns of Organized Behavior

Generally speaking, systemic linkages vary immensely with proportionate levels of boundary maintenance. It seems that the higher the system boundaries, the fewer the systemic linkages.

The relationship is contradicted in Sandoval County by the Indian practice and, to a great extent, by the Spanish-American resident. Both groups try to maintain high boundaries around their social and religious life while, at the same time, trying to establish systemic linkages for their economic lives.

This conflicting situation is a serious problem in the county; it is manifested in the refusal by employable persons of acceptable jobs which require permanent movement from traditional homes. As such, the problem for the coordinator has been difficult since the establishment of linkages to training is not entirely sufficient. Other social system elements must be manipulated in an attempt to find acceptable employment for those successfully trained. Since most employment after training is located outside the county, clients are not only reluctant to actively pursue such distant jobs, but face considerable difficulty in obtaining job information, counseling and guidance. The problem is caused by location of the State Employment offices in the City of Albuquerque, located in Bernalillo County, adjacent to Sandoval. Until pressure was initiated by the coordinator's appeal to the Task Force Liaison office, the employment office refused to send a representative to Bernalillo to assist in providing job information, although the office is funded with state and federal monies to include services for Sandoval County. The problem for the unemployed of the county is further compounded because of the lack of a public transportation system from Bernalillo to Albuquerque.

Economic Changes

Economic alterations during the period in which Concerted Services has been active in Sandoval County have been varied. Perusal of standard economic indicators has not always been either revealing, or were there always direct cost-benefit relationships attributable to the efforts of Concerted Services. There are several reasons for the inability to relate data to program. First, the Indian and Spanish-American poor in the county, as a rule, use retail stores as other people use banks. Subsistence credit, welfare check cashing, procurement of staples, and monetary loans for the literate and illiterate are therefore largely unrecorded. Additionally, conditions of unemployment and the definition of "unemployed" tends to exclude persons from recorded enumerations who otherwise fall in the unemployable and "fail-to-register" categories, thus limiting usefulness of the data. There are, however, useful records which give an overall impression of economic variances in Sandoval County.

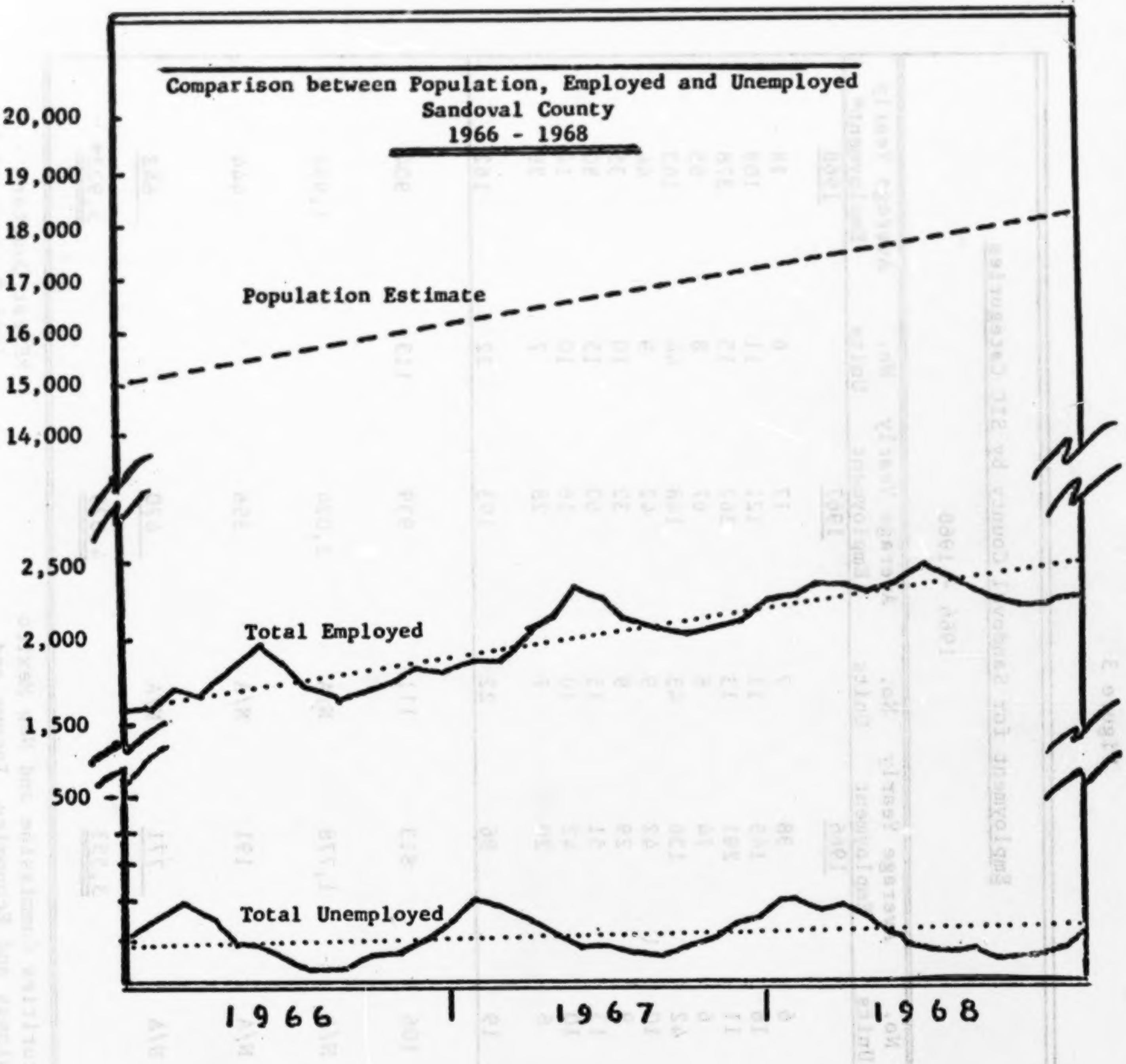
Population and Employment

Population in the county is estimated to have increased from fifteen to eighteen thousand five hundred since 1965. The total employment, in all categories, has maintained a very close parallel to population growth while the total known unemployed seems to have remained at about the same level. The increase in employment cannot be definitely attributed to CSTE initiative, although efforts to assist the employment and training programs have been documented. Observation of the employment trend after withdrawal of CSTE services will tell us more.

Categories of Employment

Review of the average yearly employment by SIC categories would tend to indicate a general decrease in all categories except manufacturing for 1968. The success of CSTE in manipulation of county committees and success in instituting elements of change through participation and provision of administrative services is reflected in these figures. Reduction of mining and construction jobs has not hurt service and trade categories as much as it normally might have because of replacement by added manufacturing positions.

Figure 2.



Source: Employment Security Commission, Annual Report of Employment, State of New Mexico.

Figure 3

Employment for Sandoval County by SIC Categories

1966 - 1968

	No. Units	Average Yearly Employment 1966	No. Units	Average Yearly Employment 1967	No. Units	Average Yearly Employment* 1968
Mining	6	38	7	17	6	18
Cntr. Constr.	16	145	11	121	11	109
Manufacturing	11	291	13	362	15	378
Transport.	6	74	8	67	8	65
Trade	42	136	43	148	44	143
Gen. Mdse	10	42	9	42	9	44
Serv. Sta.	9	29	9	32	10	35
Eat & Drink	13	51	15	60	15	50
N.E.C.	10	42	10	16	10	14
Finance/Ins. Real Estate	6	20	7	28	7	29
Service	19	96	22	193	22	162
Average Total Covered Employed	106	813	111	939	113	904
Average Total Non-Covered Employed	N/A	1,778	N/A	2,024		1,932
Average Total RR & Non-Profit	N/A	191	N/A	396		444
Average Total Government	N/A	771	N/A	670		642
TOTAL		3,553		4,029		3,922*

Source: Employment Securities Commission and New Mexico Studies in Business and Economics, Income and Employment in New Mexico, 1965-1967, Bureau of Business Research, University of New Mexico.

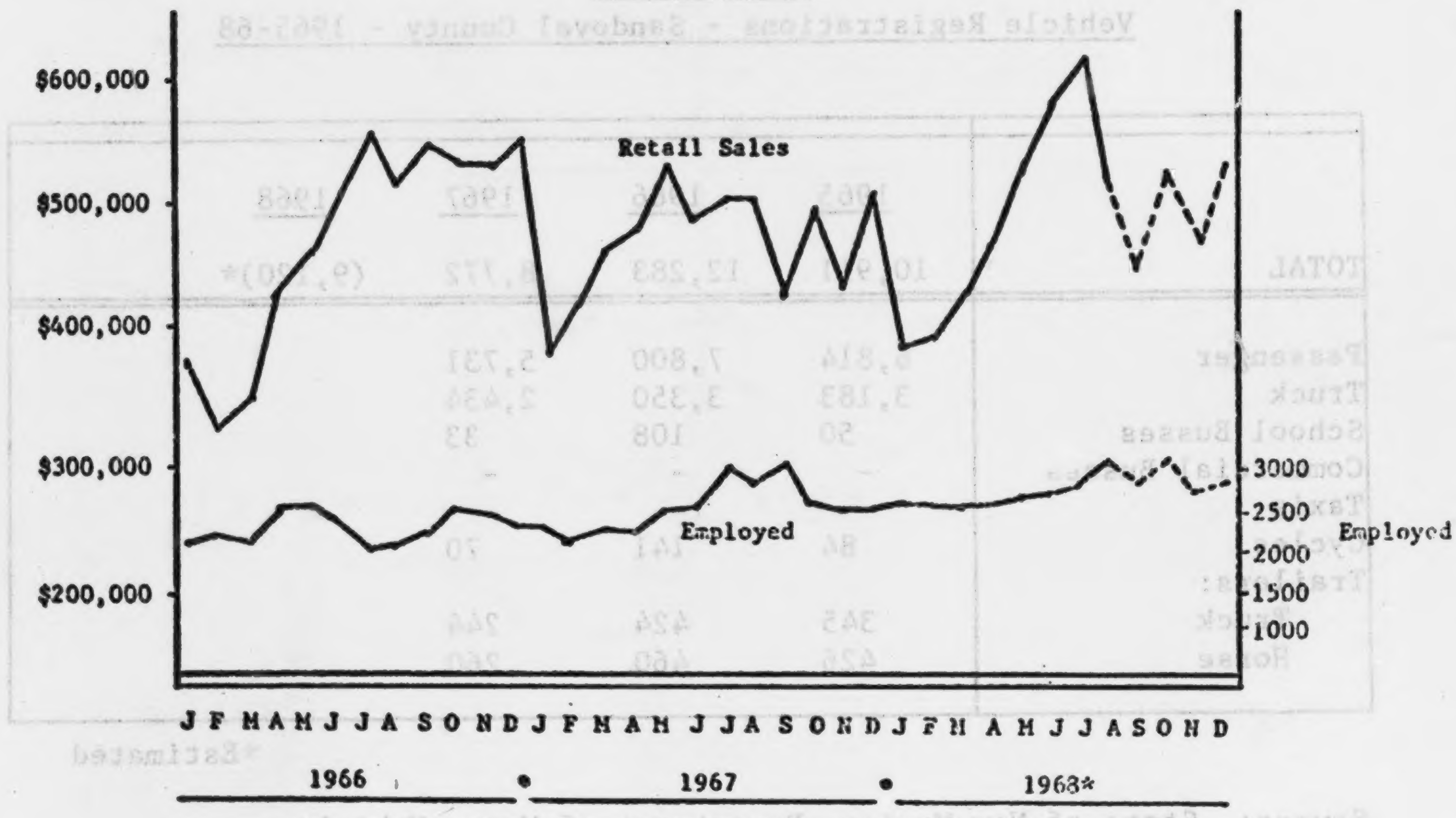
*First Quarter 1968 Estimate Only

Relation of Retail Sales to Employment

A comparison of gross retail sales as determined by state sales tax shows a positive correlation between numbers employed and average yearly sales. However, the magnitudes are low and may be accounted for by two years (1967-68) of severe inflation. Also, the increases in 1968 are estimates based upon first quarter figures and may be inaccurate.

Figure 4

Trend Comparison Between
Monthly Retail Sales and Covered Employment.
Sandoval County



*Last Four Months Estimated

Source: Bureau of Revenue, Tax Division, Santa Fe, New Mexico

Another indicator of economic activity for the county, vehicle registrations, shows a decline. The drop in 1967 can be partially explained by the completion of construction projects; however, not entirely. Much of the population increase attributable to Sandoval County is because of increasing population in Corrales. People in Corrales seem to prefer to use the municipal facilities of Albuquerque, however, there is no ready access between Corrales and Bernalillo. Even this fact does not fully explain the sharp drop in registrations. It appears that out-migration from Sandoval continues among the employables who move where their skills are saleable.

Figure 5

Vehicle Registrations - Sandoval County - 1965-68

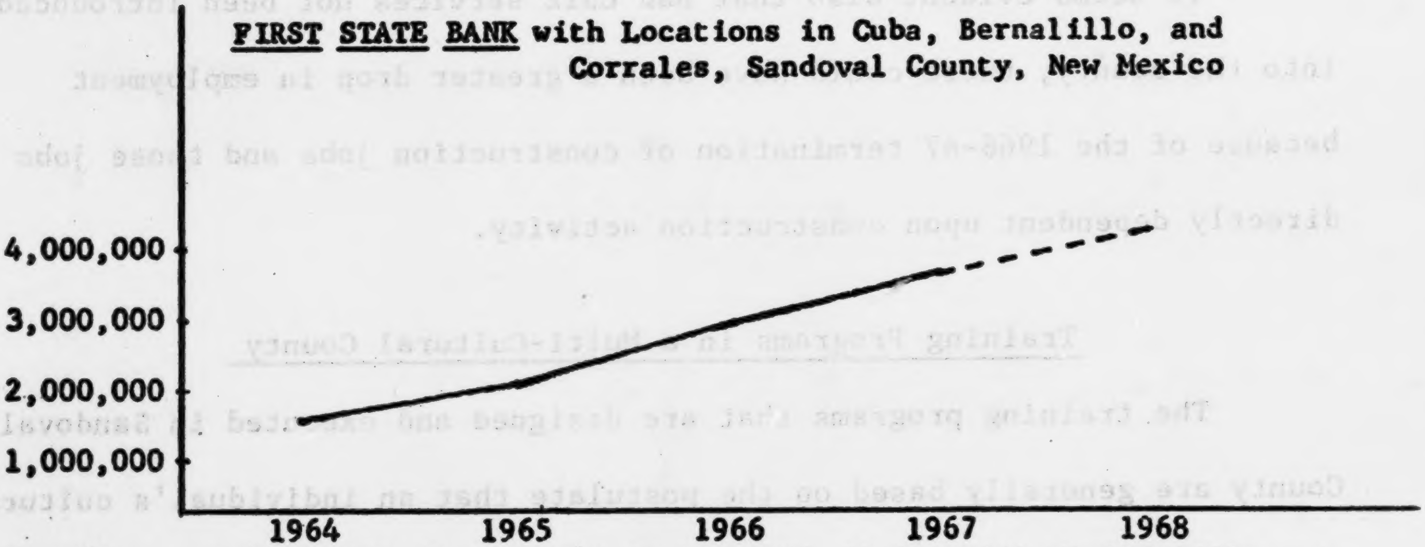
	1965	1966	1967	1968
TOTAL	10,911	12,283	8,772	(9,120)*
Passenger	6,814	7,800	5,731	
Truck	3,183	3,350	2,434	
School Busses	50	108	33	
Commercial Busses	-	-	-	
Taxis	-	-	-	
Cycles	84	141	70	
Trailers:				
Truck	345	424	244	
Horse	426	460	260	

*Estimated

Source: State of New Mexico, Department of Motor Vehicles, Santa Fe, New Mexico

Indications of rising solvency in the county may be seen in the increase of bank deposits. However, acceleration of deposits seems due to the installation of a branch in Corrales, a relatively prosperous town partially in Sandoval County and partially in Bernalillo County serving Albuquerque. The poor of Sandoval are rarely patrons of the bank; however, the policy of the bank is to support local county endeavors with bank loans, and whenever possible the bank works closely with new enterprise. The fact remains, though, that without federal sponsorship most business entrepreneurs would by-pass Sandoval County as a location for industry.

Figure 6


FIRST STATE BANK with Locations in Cuba, Bernalillo, and Corrales, Sandoval County, New Mexico

Source: First State Bank Statements of Condition, December 1964-68, *Estimate Cuba, New Mexico.

Conclusions

From the data available, it can be reasonably asserted that Sandoval County is enjoying relatively normal growth in relation to the rest of New Mexico. The statement, in itself, is salutary for this multi-cultural, economically poor area. Establishment of the local committee machinery and, more importantly, continuing initiative to attract county-located industry as a means of producing jobs, have been the most inspiring economic promise observed.

Modest though the evidence is in terms of magnitude, the coordination and service efforts of Concerted Services in Training and Education have apparently been effective in:

1. Increasing jobs in the county.
2. Disseminating specific information and initiating job training for the unemployed.

It seems evident also that had CSTE services not been introduced into the county, there could have been a greater drop in employment because of the 1966-67 termination of construction jobs and those jobs directly dependent upon construction activity.

Training Programs in a Multi-Cultural County

The training programs that are designed and executed in Sandoval County are generally based on the postulate that an individual's culture should not affect the way a training program is administered. Out of this situation cultural variables often clash with what is considered, in the greater society, sound training and employment procedures. Cultural variables such as the Indian lack of future time orientation, a norm that competition is a sign of bad manners, the desire to maintain residence in the traditional home, and many others, often retard the desired expectations in training and employment. In a multi-cultural situation such as in Sandoval County, the social and psychological variables should be taken into account before, during and after training. The fears, prejudices, and the basic insecurity felt by the members of the Indian and Spanish-American cultures need to be understood. The evaluator discussed this situation with an executive who has probably employed more people than any other man in the state of New Mexico (Mel McCutchesn - Chief of Training at Sandia Corporation - State Chairman of the Manpower Advisory Committee). His views provide valuable insight on the problems of training and employment when dealing with minority cultural groups. (See Appendix V)

To the specific question "Has CSTE been worth the time and effort invested?" most of the community leaders answered affirmatively. In fact, 39 members of the group of 50 answered yes and elaborated upon their responses by citing specific community benefits which were significant to them.

That the leaders were supportive of the past performance of CSTE did not prevent them from raising serious concern about the future of the organization. Eighteen of the 50 responded in ways that were regarded as evidencing scepticism or confusion about the agency's future. This is perhaps a function of the organizational confusion cited earlier and the admitted temporary nature of an agency which owes its existence to an executive order.

Half of the community leaders interviewed could cite specific ways in which CSTE had contributed to the development of indigenous leadership.

SUMMARY AND RECOMMENDATIONS

This study has examined the function of Concerted Services in Sandoval County, New Mexico. It has focused upon the context in which the project operated, the resources brought into the county as a result of Concerted Services, the means or process by which change occurred, and finally, the lasting outcomes of the Concerted Services endeavor.

This project was conducted in a vast but scarcely populated county which is conspicuous because of its many economic limitations. Much of the land is not arable. There are few highways connecting the small towns. There is a lack of communication between the ethnically different communities. Any county-wise endeavor must overcome staggering cultural barriers which are rooted in century-old traditions.

The coordinator and his staff concentrated upon establishing relationships with county, state, and federally related organizations having access to resources which could be invested in programs for the rural poor. To this end they encouraged the development of new organizations, committees, and projects. Much effort was devoted to the establishment of an effective communication network within the county and between the county and external agencies.

Since the advent of Concerted Services there has been a noticeable increase in projects and programs aimed at alleviating the conditions of the rural poor. The types of programs have varied from an expansion of high school vocational training to the renovation of substandard housing of welfare recipients. In each of these cases the office of Concerted Services has been a facilitator. It is not argued that these programs were always developed by the Concerted Services office, but it is clear that many such beneficial efforts would not have come to fruition without support from that office.

In one sense it is premature to assess the effects of this pilot project. A better assessment of lasting effects could be made five years hence. The team has observed in the last several months an increase in the indirect effects. As an example, it is probable that the communication network established by the coordinator will carry an increasingly heavy load of information concerning programs for the rural poor.

Despite the reluctance to identify outcomes of the program because it is suspected that the most significant outcomes are yet to develop, the following section will identify accomplishments which are related to each of the original objectives.

Objectives and Accomplishments of Concerted Services

Objective No. 1

> Develop general operational patterns for concentrating all of the available, emerging, and necessary agencies and resources on the occupational educational problems, and as necessary on the health, welfare, socioeconomic, and related problems of those residing in the three communities.

The task of concentrating the human and material resources of public and private organizations on the county's socio-economic developmental problems has been a major concern of Concerted Services. Because the coordinator does not have the authority to direct or control the activities of these organizations, he has had to develop a strategy for inducing them into the struggle against poverty.

The coordinator has been able to involve several county agencies in the War on Poverty by:

1. Inducing them to acquire a new objective related to combating the problems of poverty.
2. Assisting them to prepare project proposals or to assemble information for proposals.
3. Soliciting local and state support for the proposals.
4. Convincing state and federal officials that the proposals are practical and would contribute to the socio-economic development of the county.

If the proposals are funded, the coordinator assists the local agencies to:

1. Acquire men and equipment to administer the program.
2. Prepare plans for conducting the program.
3. Apply for extensions on the life of the program when the termination date draws near.

Specific examples can be pointed out as the result of Concerted Services' establishing "operational patterns for concentrating the necessary agencies and resources on occupational educational problems," namely, the development of (1) the Heavy Equipment Operator Program, (2) the Small Engine Mechanic Program, (3) the Building Trade Program (Title V).

Another strategy employed by Concerted Services is to organize a local development organization around an idea to resolve an existing socio-economic need. The coordinator calls a meeting of interested residents, presents them with a community development idea, pledges the administrative support of Concerted Services and outlines a plan for how the project can be carried out. Using this strategy, the coordinator has contributed to the development of: (1) a Recreation Committee, (2) a Housing Authority, (3) a Health Committee, (4) a Manpower Development Committee, and (5) the Economic Development Association.

With reference to Objective No. 1, Concerted Services has been able to marshal the resources of many government and private organizations; and, as a result, many of the economically deprived residents of the county have received educational, social, economic, and health benefits that they otherwise would not have received.

Objective No. 2

> Identify existing and potential employment opportunities, and educational education programs available to youth and to adults who are unemployed or whose income is insufficient to maintain a respectable standard of living.

With reference to identifying occupational education programs available to youth, Concerted Services surveys the state systematically in search of training programs for residents of Sandoval County. Due to the efforts of Concerted Services, Sandoval County has one of the best records in the State for the number of residents trained. Concerted Services maintains a ready file containing the names of individuals who wish to enter training programs. Since the arrival of Concerted Services to June 30, 1968, 126 residents have received MDTA or RAR training, 160 Title V (Department of Welfare) training, and 643 high school vocational education training. Before the arrival of Concerted Services, almost no manpower training was being conducted for county residents.

The task of "identifying existing and potential employment opportunities" has been difficult because Sandoval County's employment opportunities are very limited. Although Concerted Services has successfully placed many training program graduates, many others have been unable to find employment. The employment problem is complicated even further because many Indians and Spanish-Americans are not willing to leave their traditional homes even if jobs are located for them outside the county.

In an attempt to resolve the local employment problem, the coordinator has attempted to bring industry into the county. Thus far only minimal success has resulted. Until the Bernalillo Industrial Commission was established in the summer of 1968, Concerted Services served as the focal point for inducing industry into the county. Now the coordinator is assisting the newly organized Industrial Commission in its task of bringing industry into the county. Recently several industries have made committments to locate in the county. Two industries had already begun limited operations by June 1969.

In brief, Concerted Services has been quite successful in the identification of, and placement in, training programs. But the

placement of trainee graduates has been a major problem. Employment possibilities generally do not exist in the county and many trainee graduates are not willing to leave their traditional environment for jobs outside commuting distance.

Objective No. 3

> **Develop ways in which these rural communities can provide educational guidance and other services needed to help people become employable and secure employment. This would include development of plans for: (3.1) Increasing basic educational skills, (3.2) Improving general conditions of health and correcting physical conditions, (3.3) Providing vocational counseling, and (3.4) Developing occupational competency.**

Before the arrival of Concerted Services, no vocational training programs existed in Sandoval County. The Superintendent of the Bernalillo Public Schools reported that the coordinator was instrumental in directing the attention of the school system leaders toward vocational education. The school system received $121,980 of Public Law 89-10, Elementary and Secondary Act of 1965, Title I funds. Vocational programs now exist in bookkeeping, typing, office education, automobile mechanics, building trades, refrigeration, electricity, agriculture, nurse's aide, printing, and drawing.

Concerted Services was also instrumental in the application for, and receipt of, a $279,000 EDA Grant under the Public Works Economic Development Act of 1965. Additional facilities will be added to complete the vocational complex already existing. The adult vocational complex will house the additional facilities.

Vocational guidance and counseling are available to the students of the Bernalillo Public Schools. When the new facilities are completed, vocational guidance and counseling will also be available to adults who participate in adult vocational programs. No major vocational programs exist in the Cuba and Jemez Public School Districts. Concerted Services has attempted to assist those districts in developing a vocational program, but federal funds have not been made available.

Sandoval County has a great need for medical facilities, doctors, and nurses. The coordinator has attempted to improve the conditions of health, but as yet no concrete results can be identified. Significant steps have been taken by the coordinator which may bear fruit in the near future. Concerted Services was able to induce the Presbyterian Medical Services of the Southwest to include the Cuba area in their Rural Health System Project. A proposal has been submitted for consideration under Sub-section 314 (e) (1) of the Public Health Service Act, Partnership for Health, as amended by Public Law 89-749.

Concerted Services was able to induce the county Economic Development Association to conduct a feasibility study for medical facilities in the Cuba, Jemez Springs, and Bernalillo areas. When completed, the studies will be submitted to the Sears Roebuck Foundation which provides assistance in rural health.

Adult basic educational programs have been administered by the Health, Education and Livelihood Program (Title II-A, EOA), Title V program, and OEO's Operation Mainstream. Approximately 574 adults have taken part in the programs of June 30, 1968. The coordinator was able to induce the HELP to include Sandoval County as one of the three counties in their tri-county program. The coordinator also insisted that adult basic education be written into the project proposal for Title V funds which supported the Department of Welfare's Building Trades Program.

In Bernalillo approximately two-thirds of the homes are substandard. Concerted Services assisted in the initiation of a program designed to provide 200 low-rent dwelling units constructed by Housing and Urban Development funds. Thus far the town is still attempting to acquire certification of the Workable Program for Community Improvement. The Town of Bernalillo hopes that when the certification arrives, federal funds for the low-rent housing will be made available.

The Building Trades Program of the Department of Welfare remodeled 45 homes in 1966, 67 homes in 1967, and 33 homes as of June 30, 1968. Concerted Services was instrumental in the initiation of this program.

In brief, the evaluator believes that Concerted Services has contributed significantly to the development of new educational, occupational, guidance, and health services that are called for by Objective No. 3.

Objective No. 4

> Demonstrate that occupational education programs, in conjunction with other economic development activities, can significantly increase employment opportunities.

A test of occupational education programs is the employment of training program graduates. The clients that entered training programs generally had no marketable skill and many had never held a job in their lifetime. Often the clients were illiterate. In the formulation of many programs, a special attempt was made to enroll unemployed heads of families.

The data gathered in Sandoval County indicate that individual projects could generally place anywhere from 40 per cent to 85 per cent of their graduates. Considering the background that most trainees have, the employment ratio appears to demonstrate the point that occupational education programs do significantly increase employment opportunities.

Objective No. 5

> Demonstrate that a concerted occupational effort, based on local involvement, will develop indigenous leadership, individual dignity, initiative, and community awareness resulting in continuing community development.

Let us for a moment divide the residents of Sandoval County into two groups-- the "haves" and the "have nots." The "haves" are made up of such employed blue or white collar workers as merchants, ranchers, farmers, school teachers, federal employees, truck drivers, manual laborers, and the like. The "have nots" depend upon intermittent or seasonal employment, or public welfare payments in order to sustain themselves. Often members of this group have no employment at all and depend upon their extended family relationships to support them. The "have nots" represent an age group noticeably devoid of younger members. The young men have tended to leave the county while many of the older, more traditional members have refused to leave. According to the latest economic data available, Sandoval County has the lowest per capita income in the State of New Mexico at $1,030. This figure dramatically demonstrates that the "have nots" far outnumber the "haves."

Concerning the objective of "developing indigenous leadership," it can be said that leadership has developed; but only among the "haves." Several outstanding leaders have arisen in the county as the new local development organizations have begun to assume a greater role in the life of the community. The local development organizations have successfully completed projects that would never have been possible a few years ago simply because the interest of potential leaders was diverted elsewhere. Now that interest has been focused on the socio-economic development of Sandoval County, local leaders are rising to fill the leadership vacuum. These new leaders are coming exclusively from the group that represents the "haves."

Unfortunately, Concerted Services has made little attempt to incorporate members of the "have nots" into the membership of the local development organizations. As the coordinator acts out his role he demonstrates that he feels he can be more effective by working with the formal power structure in Sandoval County than with any other group. This means that his contacts are frequently with agency directors, school administrators, Indian governors, and so forth. Through the use of his secretarial help, franking privileges, and established good will in the community, he should be able to draw a sizeable representation of the poor to meetings involving their interests. As is the case, these meetings are held in his office with only the "power structure" present. The "poor" could attend, and would be very welcome, but little is done to make such regular meetings known to them or easy for them to attend. The very location of the meetings and the way they are structured inhibit attendance by the poor. Meetings are usually held in the coordinator's office which is in a government building. This type of building is a foreign environment for many poor people. Coats and ties are usually worn by the participants thus presenting a formal atmosphere. The parliamentary procedure which is used would inhibit many of the poor from entering into a discussion simply because they are ignorant of the "correct words."

The evaluation team has observed the coordinator call meetings representing specific social classes or cultural groups. He has probably been more effective at this than any other single person in Sandoval County. The county would benefit if the coordinator applied his skill more often in an attempt to bring closer cooperation between the poor and the affluent.

Objective No. 6

Determine the relationship of the traditional educational and occupational patterns of people in the communities to their present and emerging needs and make recommendations for necessary adjustments.

This objective is basically a prerequisite to the five objectives listed previously. The "recommendations for necessary adjustments" have come in the form of project initiation. The contributions of these projects have already been discussed.

Recommendations

Recommendation No. 1

Concerted Services in Training and Education has had difficulty in establishing its identity in Sandoval County. This is the case not only with those people who have had little contact with Concerted Services, but also with those who have had daily contact as well. An agency director who has office space in the same building with Concerted Services told the observer, "Henry (the coordinator) has done a lot for us, but I'm not sure I can tell you exactly what the mission of his agency is." Confusion surrounding the objectives of Concerted Services is the rule rather than the exception within the leadership structure of the county. Approximately one of every twenty people the evaluator interviewed had a clear perception of the objectives of Concerted Services.

The coordinator has worked hard to establish the identity of Concerted Services in Sandoval County. The evaluator attended numerous meetings where the coordinator explained his objectives on a step-by-step basis, but the cumbersome nature of the objectives restricted rather than facilitated comprehension. The coordinator told the evaluator, "I've had people in my office read the objectives two or three times, and they still don't know what I'm supposed to be doing out here."

The name, "Concerted Services in Training and Education," also contributes to the confusion. The "Concerted Services" portion of the name cannot be associated with any known experience that automatically gives recognition to the mission of the agency. The "in Training and Education" portion of the name leads many to believe that the agency only contributes to training and education projects. The evaluator interviewed several people who had not requested the assistance of Concerted Services simply because they did not know that the activities extended beyond training and education.

The evaluator recommends that:

1. The name of the agency be changed to "Consulting Services in Local Development," or a similar designation.

2. The official title of the agency director be changed to "County Consultant."

3. The formal objectives of the agency be changed to read as follows: The objective of Consulting Services in Local Development is "to aid the county in its social, economic, health, and educational development."

Recommendation No. 2

Indians make up approximately fifty per cent of the population of Sandoval County. The Indians protect their social system boundaries to such an extent that it is difficult for a non-Indian to establish important working relationships. A member of their own race could provide helpful guidance and assistance in situations where non-Indians would not be accepted or trusted.

The evaluator recommends that an Indian with professional training and experience be added to the staff of Concerted Services.

Recommendation No. 3

When clients are selected to enter training programs, little or no thought is given to the leadership role they play in their own environment. If unemployed Indians and Spanish-Americans who were identified as leaders were recruited especially for training programs, their experience would instill confidence in those around them.

The evaluator recommends that the coordinator make it part of his task to recruit leaders from the ranks of the unemployed for participation in training programs.

Recommendation No. 4

Training programs are planned and executed with the intention of elevating the client to the highest skill level possible considering the time and money available. These programs do not generally consider cultural variables that influence the behavior of Indians and Spanish-Americans.

Members of the two cultural groups can gain a level of technical competence to be employable, but for certain jobs they tend to lack the language and social skills that are often necessary in the modern business world. This is true especially for those training to be secretaries, licensed practical nurses, bookkeepers, barbers, and the like. The lack of language and social skills has not proven to be detrimental for those clients who will perform physical tasks such as heavy equipment operators, plumbers, carpenters, painters, and the like.

The evaluator recommends that a client's facility in the English language be given special consideration when assigning him to a training program. It is also recommended that training programs place a greater emphasis on certain rudimentary social skills such as proper dress, combing of the hair, general cleanliness, how to address individuals with various social ranks, how to apply for a job, and the like.

Recommendation No. 5

There is confusion about what person or agency is the immediate superior of Concerted Services. Formally, Concerted Services is a state agency which receives its funds from the Department of Vocational Education, New Mexico State Department of Education. The state director of Vocational Education makes no effort to control or direct the activities of Concerted Services. The coordinator contends that the state director of Vocational Education is not his supervisor.

Concerted Services is using envelopes that are franked by the Department of Agriculture, but the coordinator contends that his agency is an extension of Health, Education and Welfare. Federal funds are provided by HEW to the State Department of Education for the financial support of Concerted Services. No one from HEW or the Department of Agriculture attempts to control the coordinator's activities, and he recognizes no one in those government branches as his supervisor. The coordinator contends that he is responsible only to a Washington Task Force that created initially Concerted Services. The Washington Task Force is a composite body of political leaders who use a liaison to the coordinator as their spokesman. This liaison provides valuable information to the coordinator, but the coordinator contends that the liaison is not his immediate supervisor.

In short, Concerted Services receives its financial support from one source, information from a second, and control from a third. This arrangement has not injected conflict into the day-to-day activities of Concerted Services simply because the parties involved have permitted the coordinator to remain autonomous. When Concerted Services is moved to another geographical location, and new personalities are involved, the coordinator might find several organizations attempting to control his movements.

The evaluator recommends that Concerted Services be placed directly under the control of a federal agency, and that the lines of authority and responsibility be clarified.

Recommendation No. 6

The coordinator has demonstrated an ability to organize members of the leadership structure of the county around an idea for local development. He also has been very successful in bringing together large groups of the poor when information has to be disbursed or acquired. It is a rare occurrence when the economically-deprived attend a meeting with the local leadership structure.

The evaluator recommends that the office of Concerted Services place greater emphasis on bringing together representatives of the poor and the leadership structure into organized and united local development efforts.

Recommendation No. 7

Concerted Services had been in operation well over a year when the University of New Mexico team was approached to evaluate the project. Such a delay prevented the team from making any direct observation of the county before the effects of CSTE began to be felt. As a result all of the data upon which this evaluation is based were collected quite late, and they are therefore ex post facto. Inferences based upon this type of data must be made most cautiously.

Ongoing organizations occasionally find it necessary to make decisions on the basis of this type of data. It is, however, inexcusable to undertake a pilot project without carefully planning in advance for its evaluation.

The evaluator recommends that when additional Concerted Services Projects are contemplated implementation be preceded by planning for evaluation.

Recommendation No. 8

The role of the coordinator has evolved over a period of several years as a result of formal direction, informal influences, and personal judgement. Further, the success of Concerted Services in New Mexico has been facilitated by the way this role has been defined. The evaluator therefore recommends that other coordinators' roles be permitted to evolve. At the same time those developing Concerted Services projects elsewhere are advised to consider incorporating into the coordinator's role the following crucial elements:

1. The coordinator is a member of the Spanish-American minority and a native of New Mexico. Because the coordinator is Spanish-American he has "entrance" into groups that are predominately made up of Spanish-Americans. A member of another ethnic group would not have this capability.

2. The coordinator has "job protection" against threats and pressures of vested interest groups.

3. The coordinator is legitimized to cross state and federal organization boundaries.

4. The coordinator has a high status which enables him to deal with highly placed federal and state officials.

5. Through his liaison in Washington, the coordinator has a direct line of communication with federal officials.

6. The coordinator is familiar with the federal and state policies, programs, and processes.

7. The coordinator is skilled in the procedure of proposal writing.

8. The coordinator has not tried to take credit away from local agency officials for contributions made by Concerted Services. Because the coordinator does not assume credit for local project development, agency officials seem more willing to collaborate with him.

9. The coordinator does not assume formal leadership roles in local development organizations; he only acts as a consultant. This feature of the role is consistent with the view that Concerted Services should induce others to do the work.

10. The coordinator's actions are not manipulated or controlled by state or Washington officials. This feature permits the man who is on the scene to make judgements of existing needs and to take the proper action.

REFERENCES

Bertrand, Alvin L. Basic Sociology. New York: Appleton Century Croft, 1961, pp. 31, 219, 220.

Trujillo, Rupert. "Rural New Mexicans: Their Educational and Occupational Aspirations," Unpublished Dissertation, University of New Mexico, October 1968.

United States Census of Agriculture 1964, Sandoval County, New Mexico.

APPENDIX I

ACTIVITIES OF THREE SCHOOL DISTRICTS IN SANDOVAL COUNTY

The three school districts in Sandoval County reported on their activities as of December 1967:

> BERNALILLO PUBLIC SCHOOL DISTRICT - For the past 17 years, the most widespread program of federal aid to education has been made possible by Public Law 874 - School Assistance to Federally Affected Areas - in benefits to more than 4,000 school districts throughout the country. Entitlement to P.L. 874 benefits is, for the most part, based on the Average Daily Attendance of pupils who reside on federal property and/or whose parent is employed on federal property. This money can be used by the system for the general operating fund in any way that it is needed. It cannot, however, be used for construction . . .For the period June 30, 1960 to June 30, 1967 the Bernalillo Public Schools received $1,257,787 from this source.
>
> Another federal source is Public Law 815 which aids school districts in providing minimum school facilities in federally impacted areas. This source cannot be used for the general operating fund and must be used for providing minimum school facilities (buildings). For the period June 30, 1960 to June 30, 1967 the Bernalillo Schools received $2,203,045. . . . The Bernalillo Board of Education awarded a construction contract on July 31, 1967, for the construction of an elementary school to be located between Pena Blanca and Cochiti Pueblo which will house approximately 210 students. The school will contain grades K through 6 and will also provide supporting services such as kitchen and cafeteria, health services, library, showers and administrative offices. The project also provides for nine teacherages, and is scheduled to be completed on March 26, 1968 at a total cost of $561,000. As a comparison, the school district has approved two bond issues for school construction during the past 10 years - one in 1956 in the amount of $144,000 and the second issued in 1965 in the amount of $158,000 for a total of $302,000.
>
> Public Law 89-10 known as the Elementary and Secondary Act of 1965, Title I, is used for educational programs for the disadvantaged child in areas of high concentration of low income families. The Bernalillo Public Schools have received $759,601 from this source between 1965 and 1968. The Board of Education has used $211,774 for constructing classrooms; $121,980 was utilized to start the vocational complex which currently houses the following programs - vocational refrigeration, vocational

electricity, vocational agriculture, vocational nurses aid training, and vocational electricity. Four self-contained elementary classrooms and teachers' workroom at the Roosevelt Elementary School were constructed at a cost of $89,794.

The Board of Education applied for and accepted an EDA Grant under the Public Works and Economic Development Act of 1965 in the amount of $279,000 to complete the vocational complex. The additional facilities at the complex will enable the school to house and expand its adult vocational programs as well as expanding the existing high school programs which are vocational printing, vocational agriculture, vocational drawing, vocational nurses aide training, and vocational commercial education. . . .In summary, the Board of Education has received and utilized approximately $2,414,819 from federal funds for construction and the school district has contributed in form of local bond issues, $302,000. . . .The current operating budget of the Bernalillo Public Schools for the 1967-68 school term, according to Mr. Pete Santistevan, is $1,824,199. This includes $68,192 for emergency. The revenues for the 67-68 budget are derived from the following sources - local, 1.4% - county, 2.0% - state sources, 69.3% - federal sources, 27.3%.

- -

JEMEZ SPRINGS MUNICIPAL SCHOOL - This school district has used Title I funds to improve health services, expand the physical education program and pre-school programs. In addition, states Mr. W. L. Dwyer, Superintendent, the Jemez Schools have added summer school, summer recreation and remedial mathematics to their project. The last summer program was very successful and they were able to combine the services of the school personnel, Title I employees, VISTA Associates, VISTA workers, University of New Mexico field workers, NYC enrollees, and Education Service Center advisors. The school has also completed construction of two tennis courts which will greatly enhance the physical education program and the summer recreation project. . . .In August of 1967, Mr. Dwyer received notice of the tentative reservation of $775,000 (under Public Law 815) for construction of a junior-senior high school. It is a new complex with three teacherages, seven to twelve classrooms to include a home economics room, music, industrial arts, library, multi-purpose room and administrative suite.

CUBA INDEPENDENT SCHOOLS - Mr. Phillip Gonzales, Superintendent, proudly talks about the kindergarten program in operation for 44 youngsters (a rarity in New Mexico where kindergartens are not financed as a normal part of the public school system). Field trips for the students are still part of their curriculum. . . .A total of 24 students are employed as teacher aides and have been of great help in the classroom. The school system is now in the process of applying for funds under Public Law 815 to erect a building to provide for 300 elementary-age children, as well as a cafeteria to serve 500 children. . . .Under Title I, the Cuba schools have been providing physical examinations and dental care for all children. Eye examinations are also provided, but the parents provide glasses. Credit is due the Cuba Lions Club for assisting some of the students in paying for glasses.

. . A more extensive vocational program for the Cuba schools is planned states Mr. Gonzales.

APPENDIX II

WORK EXPERIENCE PROGRAM: PARTICIPANTS AND PAYMENT BY COUNTY DURING QUARTER ENDED, DECEMBER, 1967

COUNTY	Applications Pending 12/31/67	Persons Awaiting Assignments 12/31/67	9/67	Added	Removed	12/31/67	Payments During Quarter
TOTAL	70	253	311	29	68	272	$ 218,411
Bernalillo	45	236	161	13	28	146	134,064
Chaves	0	0	0	0	0	0	74
Colfax	0	0	0	0	0	0	0
Curry	0	0	0	0	0	0	0
De Baca	0	0	0	0	0	0	0
Dona Ana	0	0	0	0	0	0	0
Eddy	0	0	1	0	1	0	0
Grant	0	0	1	0	1	0	26
Guadalupe	0	0	0	0	0	0	0
Lea	0	0	0	0	0	0	0
Lincoln	0	0	0	0	0	0	0
Luna	0	0	0	0	0	0	0
McKinley	0	0	0	0	0	0	6
Mora	0	0	2	0	2	0	0
Otero	0	0	0	0	0	0	0
Quay	0	0	0	0	0	0	0
Rio Arriba	0	0	14	0	4	10	6,729
Roosevelt	0	0	0	0	0	0	0
Sandoval	25	13	52	15	18	49	47,583
San Juan	0	0	0	0	0	0	0
San Miguel	0	4	20	1	10	11	12,336
Santa Fe	0	0	26	0	0	26	4,065
Sierra	0	0	0	0	0	0	0
Socorro	0	0	1	0	0	1	21
Taos	0	0	19	0	4	15	13,487
Torrance	0	0	0	0	0	0	0
Union	0	0	0	0	0	0	0
Valencia	0	0	5	0	0	5	15
West Valencia	0	0	9	0	0	9	5

Source: New Mexico Department of Public Health and Welfare 4th Quarterly Report, 1967.

APPENDIX III

OTHER FACILITATING COMMITTEE AND PROJECT ACTIVITIES

The coordinator has worked actively with the following committees:

Sandoval County Advisory, Planning, and Development Committees and Boards.

- Bernalillo Industrial Commission
- State MDTA Committee on Policy
- Sandoval County MDTA Subcommittee on Job Placement
- Sandoval County MDTA Committee
- Sandoval County Interagency Committee on Nutrition and Homemaking Education
- Sandoval County OEO Task Forces
- Child Development Program Committee
- Sandoval County OEO Board
- Legal Aid Advisory Committee
- Sandoval County Commission
- Sandoval County Cooperative Area Manpower Planning System
- HELP Committees in each community
- All Indian Pueblo Council
- Santo Domingo Tribal Council
- Sandoval County Indian Pueblos Advisory Council
- Human Resource Development Committee
- State Technical Action Panel
- Sandia Vista Committee
- ASCS County Committee
- Sandoval Soil and Water Conservation Board
- American Society for Training and Development
- State CAMPS
- League of Women Voters
- Mexican-American Committee
- Sandoval County Technical Action Panel
- Economic Development Association of Sandoval County
- North Central New Mexico Economic Development District
- Bernalillo Housing Authority Committee
- USDA County Defense Board
- Citizens Advisory Committee to the Bernalillo Town Council
- Bernalillo Community Center Fund Raising Committee
- Four Courners TAP Executive Committee

VITAL STATISTICS OR OTHER AGENCY ACTIVITIES INVOLVING CONCERTED SERVICE

Farmers Home Administration

13 Economic Opportunity Individual Loans - $26,740.00.
3 Subsequent E. O. loans - $1,660.00.
1 E. O. Cooperative loan - $5,400.00.
8 Farm Ownership loans - $148,340.00 - 2 subsequent - $49,700.00.
13 Initial Operating loans - $94,610.00 - 12 subsequent - $29,380.00.
26 Rural Housing loans - $195,650.00.
1 Initial Soil & Water Assn. loan - $94,000.00. - 1 subsequent - $17,400.00.
1 Association Development Grant - $33,800.00.
1 Comprehensive Area Sewer and Water Planning Grant - $5,540.00.
1 Mutual Water Consumers Assn. loan - $27,150.00.

Agricultural Stabilization and Conservation Service

1965 and 1966

Agricultural Conservation Practices	$179,266.00 to 479 farms.
Wool	7,002.00 to 276 farms.
Wheat	1797.4 Allotment acres for 246 farms.
Feed Grain	164.7 Allotment acres for 4 farms.
CAP	974.0 Diverted acres for 2 farms.
Livestock Feed	102,000.0 pounds of milo, 32 farmers.

1967

Agricultural Conservation Practices	$43,430.00 to 241 farms.
Wool	4,000.00 to 180 producers.
Wheat - 8985 Allotment acres	928.88 to 2 farms.
Feed Grain 45 Allotment acres	None - no signups.
CAP	Fund Exhausted - 2 signups.
Livestock Feed	97,650 pounds of milo, 30 farmers.

1968

ACP practice funds for 1968 have been completely obligated. Pending applications will be considered when funds become available.

Housing Authority

1. The Bernalillo Housing Authority was established and sworn in by the Town Council September 18, 1967. Five members were named to serve for a five-year period.

2. Application for 200 dwelling units (30 dwellings designated for the elderly) was made and a request was made for a preliminary loan in the amount of $40,000.00.

3. Workable Program for Community Improvement was submitted February 1, 1968.

4. Application for initial certification of Workable Program for Community Improvement was returned as unacceptable for processing because of deficiencies in Element I - Codes and Ordinances.

5. Ordinance No. 38, establishing a Housing Code for the Town of Bernalillo, was passed, adopted and approved on April 23, 1968 by the Town of Bernalillo.

6. Steps are being initiated by the Town Council to enforce the Housing Code by having inspections during the six-month period required before resubmitting a Workable Program.

7. Status of Housing Authority is at a standstill until six months have elapsed and again the Workable Program will be resubmitted.

Department of Public Welfare

Work Experience and Training Program	Completed	Employed	Unemployed
Building Trades--first proposal	50	34	16
Building Trades--second proposal	35	17	18
Household Specialist	21	7	14
Park Maintenance	39	18	21
Teacher Aides	15	10	5
TOTALS	160	86	74

Homes Remodeled - 1966, 45 homes; 1967, 67 homes; 1968, 33 homes.

Building Trades Presently in Training 36
(Carpentry, electricity, plumbing, painting, plastering)
Completed Training 7
Unemployed - 2
Employed - 5

Food Stamp Program - DPW/USDA

Number of Persons Participating	64,884
Total Value of Stamps Issued	$979,365.00
Amount of Cash Received	$445,540.50

Community Action Programs - OEO

Sandoval County CAP, Bernalillo

Legal Aid Program - Provides services to the poor	600
Consumers Education effort - lectures on consumer credit, legal contracts, home improvement swindles, excessive interest rates, etc. have reached	849
Emergency Food Distribution and Health Grant Approved - 2 months	$18,080.00
Sandia Vista Clubs - Older Americans Act	300
Participation	11,112
Operation Mainstream	31
Volunteers in Service to America	3
1966-1967 Headstarts	282
1968 Summer Headstart	150

Santo Domingo Pueblo CAP

Headstarts (on yearly basis) 1966-1967-1968	160
1968-69 Headstart	80
Pre-Farm (not funded, voluntary)	20
Community Improvement through BIA	27
Community Improvement Impact Program	17

Sandoval County Indian Pueblos CAP (6 pueblos)

Headstart (1968-69 -- does not begin until August)	0
1966-1967 - 196; 1967-1968--196	392
Summer Youth Program - 1966, 30; 1967, 30	60
Home Enrichment Program (1966-1969)	639
1966-1967--639; 1967-1968--639	1278
Health Aid Component (1968-1969)	1300
1966-1967--525; 1967-1968--1300	1825

APPENDIX IV

Excerpt from "Procedure to Follow in Obtaining Manpower Training for Industry wanting to Locate in Bernalillo."

STEP 1. a. Industry indicated to Sandoval County Manpower Development and Training Advisory Committee training needs.

b. Stipulates types of equipment and/or machinery needed.

c. Hours of training on each machine.

d. Length of course which includes related information.

STEP 2. a. Sandoval County Manpower Development and Training Advisory Committee recommends to the Employment Security Commission that this training be approved.

b. Bernalillo Municipal Schools must submit written proposal to include teachers' salary, supplies, maintenance of equipment, etc., to the Department of Vocational Education, Santa Fe, New Mexico.

c. Proposal is then submitted to the Department of Labor and Department of Health, Education and Welfare for funding.

STEP 3. a. Department of Vocational Education reimburses the Bernalillo Municipal Schools for all training costs.

b. Department of Labor, through the Employment Security Commission pays training allowances.

STEP 4. a. Upon completion of training, the industry hires the trainees.

APPENDIX V

INTERVIEW WITH MEL MCCUTCHENS

Excerpts from an interview with Mr. Mel McCutchens, Chief of Training at Sandia Corporation, Albuquerque, New Mexico.

In 1961, if I wanted trained people in the area of vocational training, I had to go outside the state of New Mexico for them. New Mexico people were being passed by because no organized effort was being made to provide them with the vocational skills. . .Rural areas don't have the resources to do the necessary surveys required for training programs. Often we can't put together a course for 20 people simply because there are not job openings for 20 trained people in that area. For example, refrigeration repair, electrician, etc. Government laws require that a nurses' training program should be completed in 36 weeks. It simply can't be done in 36 weeks. We need a year, at least, especially with the undereducated people that exist in the county. We can't start these people where you would start those people brought up in an urban area.

When training graduates go into a business looking for work they feel very, very insecure. They don't know how to act. Also, the Pueblos, as well as the Spanish-Americans, have a fear that their girls leaving the Pueblo or the town will get into trouble. There is an inability of the Indians to articulate their needs. Meetings were often called in Pueblos for Manpower Development and often no one showed up. Spanish-Americans also tend to shelter their women. They don't like the idea of their girls getting new ideas or traveling too far from home.

We must get to understand the fears that these people have. Something more basic than education and training is necessary. Why don't they go out and look for work? Often they spend years just waiting for something to come to them, which never does, and never will. We have to understand their way of thinking. A girl won't go to training if she doesn't have shoes. We first must prepare them for an integration into a new society. They won't do it on their own.

Training should be the second or third order of business, and we put it first. Their fears and their social problems should first be dealt with before their training begins. First of all, don't send a social worker or a psychologist, send an indigent who has been trained. A local leader will have a greater influence and provide an example for them which can be emulated. Here at our company, we work with social and psychological needs first. Those of us involved in manpower training haven't been concerned about picking out local leaders. The training comes natural after the social and psychological variables are resolved. If those problems are handled, the businesses will probably take care of their own training.

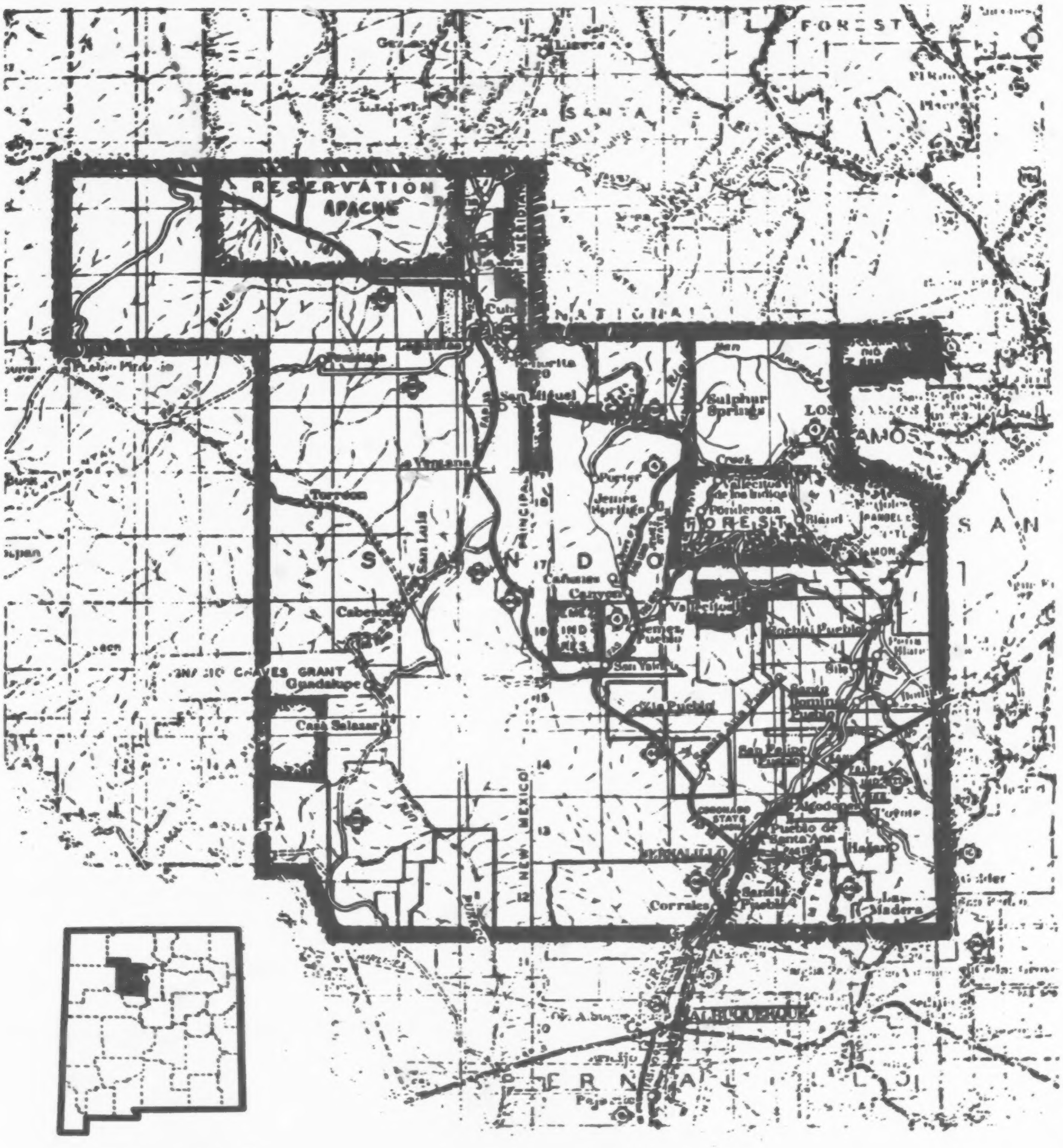
- -

I employed six of his Concerted Services girls here. One was a Jemez Indian, and five were Spanish-Americans. Their first problem was a language barrier; the second was a cultural barrier. They understood words differently than we use them, and they have a different sense of humor. They had a difficult time adjusting to social cues and responding to our type of supervision. When they arrived here we trained them for about 90 days. We worked like hell to get them to pass our tests. Even though they were unable to pass most of them, we brought them into the company. What they needed most was tender loving care and psychological support. They needed someone who would suggest by their actions and their words that they cared for them. They had had a lifetime of unsuccessful work experiences.

When they were on the rolls, a part of the company rallied around them and helped them with their dress, manners, and adjustment to this new and different society. When they arrived at this organization for the first time, they literally trembled with fear. Now they all have been promoted out of the first level and all have passed, with the exception of one, the basic tests such as typing. Almost all have advanced two or three steps up. They have blended into the scene so that it is hard to tell who is who. The most important thing we gave them was not really training, but tender loving care which was necessary for psychological support.

APPENDIX VI

MAP OF SANDOVAL COUNTY


FOREST
SANTA
RESERVATION
APACHE
NATIONAL
Cuba
San Miguel
Sulphur Springs
LOS ALAMOS
Jemez Springs
Ponderosa
Torreon
S A N D O
Cabezon
Guadalupe
Casa Salazar
Jemez Pueblo
San Ysidro
Zia Pueblo
Santo Domingo Pueblo
San Felipe Pueblo
Algodones
Bernalillo
Corrales
Sandia Pueblo
La Madera
NEW MEXICO
ALBUQUERQUE
S A N
B E R N A L I L L O

Sandoval
New Mexico

Source: New Mexico State Highway Department, Planning and Programming Division.

(The County has only one paved highway running from south to north.)

CONSOLIDATED UNIVERSITY OF NORTH CAROLINA

WILLIAM FRIDAY, LL.D.	President

NORTH CAROLINA STATE UNIVERSITY AT RALEIGH

JOHN TYLER CALDWELL, Ph.D.	Chancellor
HARRY C. KELLY, Ph.D.	Provost
WALTER J. PETERSON, Ph.D.	Dean of Graduate School

CENTER FOR OCCUPATIONAL EDUCATION

Policy Coordinating Board

RALPH W. CUMMINGS, Ph.D. Chairman	Administrative Dean for Research
H. BROOKS JAMES, Ph.D.	Dean, School of Agriculture & Life Sciences
J. BRYANT KIRKLAND, Ph.D.	Dean, School of Education
FRED V. CAHILL, Ph.D.	Dean, School of Liberal Arts
ARTHUR C. MENIUS, JR., Ph.D.	Dean, School of Physical Sciences & Applied Mathematics

Heads of Participating and Cooperating Departments

EDGAR J. BOONE, Ph.D.	Adult Education
C. CAYCE SCARBOROUGH, Ed.D.	Agricultural Education
WILLIAM D. TOUSSAINT, Ph.D.	Economics
DAVID D. MASON, Ph.D.	Experimental Statistics
DURWIN M. HANSON, Ph.D.	Industrial and Technical Education
WILLIAM E. HOPKE, Ed.D.	Guidance and Personnel Services
WILLIAM J. BLOCK, Ph.D.	Politics
HOWARD G. MILLER, Ph.D.	Psychology
SELZ C. MAYO, Ph.D.	Sociology and Anthropology

(Also Acting Director of Center for Occupational Education, 1965-66)

Center Administration and Research Personnel

JOHN K. COSTER, Ph.D.	Director
CHARLES V. MERCER, Ph.D.	Coordinator of Research
CHARLES H. ROGERS, Ed.D.	Coordinator of Services and Conferences
BERT W. WESTBROOK, Ed.D.	Coordinator of Research

Professors

JOHN K. COSTER, Ph.D.	Agricultural Education
SELZ C. MAYO, Ph.D.	Sociology and Anthropology
C. CAYCE SCARBOROUGH, Ed.D.	Agricultural Education

Associate Professors

HARRY G. BEARD, Ed.D.	Agricultural Education and Sociology and Anthropology
J. WILLIAM CUNNINGHAM, Ph.D.	Psychology
DONALD W. DREWES, Ph.D.	Psychology
ROBERT M. FEARN, Ph.D.	Economics
B. EUGENE GRIESSMAN, Ph.D.	Sociology and Anthropology
LOREN A. IHNEN, Ph.D.	Economics
CHARLES V. MERCER, Ph.D.	Sociology and Anthropology

Assistant Professors

LAWTON E. BENNETT, Ph.D.	Politics
CLEBURN G. DAWSON, Ph.D.	Sociology and Anthropology
CHARLES I. JONES, Ed.D.	Agricultural Education
JOSEPH C. MATTHEWS, JR., Ph.D.	Economics
JOHN M. PETERS, Ed.D.	Adult Education
WILLIAM H. PUDER, Ph.D.	Adult Education
CHARLES H. ROGERS, Ed.D.	Agricultural Education
THOMAS E. SCISM, Ph.D.	Politics
RONALD W. SHEARON, Ed.D.	Adult Education
CHARLES F. WARD, Ed.D.	Industrial and Technical Education
JOHN L. WASIK, Ed.D.	Experimental Statistics and Psychology
BERT W. WESTBROOK, Ed.D.	Psychology
DOROTHY S. WILLIAMS, Ph.D.	Sociology and Anthropology

Research Interns

V. MILTON BOYCE, M.S.	Adult Education
CHARLES E. LEWIS, M.S.	Sociology and Anthropology
RICHARD D. ROBBINS, M.S.	Economics
ROBERT T. WILLIAMS, M.A.	Industrial and Technical Education

Graduate Research Assistants

WILLIAM L. BALLENGER, M.S.	Psychology
ROBERT C. EVANS, JR., M.S.	Psychology
JOHN R. FLOYD, B.S.	Psychology
SARAH H. GOODWIN, M.Re.	Adult Education
CHRIS C. HSU, M.S.	Psychology
PATRICIA T. JOHNSTON, B.A.	Sociology and Anthropology
JAMES B. JONES, B.A.	Guidance and Personnel Services
RAYMOND A. LAMONT, B.A.	Politics
THEODORE P. LIANOS, M.S.	Economics
ALLEN B. MOORE, M.F.	Adult Education
ROBERT L. MORGAN, M.S.	Psychology
HUGH L. ROBERTS, M.A.	Sociology and Anthropology
W. R. RUEHRWEIN, JR., B.A.	Economics
BEVERLY J. SCHWARTZ, B.A.	Politics
THOMAS C. TUTTLE, M.S.	Psychology
ELIZABETH G. UTERMOHLEN, B.S.	Adult Education
P. S. VIVEKANANTHAN, M.S. & M.A.	Psychology
G. MICHAEL WISE, B.A.	Sociology and Anthropology

Clerical and Administration Staff

EVELYN E. ALBERG	Administrative Secretary
ANN A. ATAMANCHUK	Secretary
LINDA M. BAKER	Secretary
BESSYE M. BURWELL	Secretary
HARRIET S. CHADWICK	Secretary
NANCY L. GREEN	Secretary
SUSAN B. HUMPHREY	Secretary
MARY C. KING	Secretary
M. OLIVE MAYNARD	Secretary
ANITA M. MUNNS	Secretary
DONNA L. PETERS	Secretary
CONNIE B. RAPER	Secretary
KATHLEEN C. WOODSON	Budget and Fiscal Officer